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Elizabeth Veronica Sullivan
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<https://doi.org/10.18297/etd/2181>

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UNIVERSITY OF LOUISVILLE

A Study of the Trends and Issues in the Administration
of
Mentally-Retarded Children in the Elementary Schools
in a Series of Cities

A Dissertation

Submitted to the Faculty

Of the Graduate School of the University of Louisville

In Partial Fulfillment of the

Requirements for the Degree

Of Master of Arts

Department of Education

By

Elizabeth Veronica Sullivan

Year

1946

NAME OF STUDENT: Elizabeth Veronica Sullivan

TITLE OF THESIS: A Study of the Trends and Issues
in the Administration of Mentally-
Retarded Children in the Elemen-
tary Schools in a Series of Cities

APPROVED BY READING COMMITTEE COMPOSED OF THE FOLLOWING MEMBERS:

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DATE: August 31, 1946.

26 Feb 1947 EQ

A STUDY OF THE TRENDS AND ISSUES IN THE ADMINISTRATION OF
MENTALLY-RETARDED CHILDREN IN THE ELEMENTARY
SCHOOLS IN A SERIES OF CITIES

73334

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CHAPTER I

THE NEED OF A STUDY

INTRODUCTION

It is an accepted American principle that we must provide equal educational opportunities for all children. Individual differences must be recognized and provisions should be made to properly care for them. Some children have problems so serious that they need special help to develop their capacities and overcome their limitations. Among this group of children with exceptional problems needing special help are found the mentally handicapped or subnormal mental child. In many cities throughout the United States there have been established special classes to take care of those who deviate from the normal, mentally and socially.

"It has been more than seventy-five years since the first special day class for handicapped children was organized by a local public school system in the United States. Special education for children with special problems is now part and parcel of the modern educational program. New tasks ahead consist not so much in developing a philosophy or initiating a program but rather in finding more effective ways for existing philosophy and program to reach all children in need. Wartime conditions have accentuated the problems of exceptional children. Post-war developments should stress suitable adaptations in every community to meet those problems."¹

As a teacher of one of these special classes for mentally handicapped children, the writer has a profound interest in all matters that concern the development of these exceptional children in their training that would expand their ability to lead a happy and successful life.

For the past eight years the writer has been a teacher of an ungraded class in the elementary schools of Louisville. Since the school

¹ Martens, Elise H., "New Tasks in the Education of Exceptional Children" National Educational Journal, May, 1946. p. 239.

has only one of these special classes, the membership of the class includes children socially maladjusted as well as academically retarded and mentally retarded children. The ages of the children cover a span of from eight to sixteen years with a varied state of mental ability. Therefore, the writer believes that if the class is to provide the right opportunity for each individual child a thorough knowledge of the significance of ungraded classes should be studied. The writer realizes that there will be many conflicting thoughts and probably no definite conclusions of what the ideal situation should involve, but feels that the study of the trends and issues involved in the care of the mentally retarded child in the elementary schools of the United States should prove both beneficial and enlightening.

NEED OF CLASSIFICATION

In the City of Louisville, there are over four hundred children both White and Negro who are members of Ungraded Classes. All of these children although they are referred to as "mentally-retarded" may fit into any one of three classifications, the academically retarded, (the child who needs special coach work), the mentally retarded, and the emotionally unstable. If the ungraded class is to serve its purpose, there must be a clear defining of what children should be placed in which class. As there are three distinct types, it would be advisable to clarify their qualifications.

DEFINITION AND CLASSIFICATION

The mentally handicapped may be divided into three groups, the Unadjusted or Maladjusted, the Special Mental Disability Retarded and the Special Educational Disabilities. These definitions and classifications

were compiled by the Whitehouse Conference on Child Health and Protection.(2)

"To the Unadjusted or Maladjusted belong those children whose intellectual subnormality is associated with ineffectual behavior, those who have behavior disturbances not sufficiently serious to evoke social judgment of personal-social inadequacy, but in which retardation or intellectual subnormality is associated with mental instability, personality defects, psychopathic tendencies and similar deviations. These children require instruction in special classes in public schools, such as adjustment classes, particularly class or predelinquent classes where specialized instruction helps to overcome special disability of behavior in spite of low intelligence level."

"The Special Mental Disability Retardation or intellectual subnormality is associated with some peculiar mental disability often basically physical or situational in attention, memory, perception or language, and these children require instruction in differential teaching or coaching classes designed to meet their particular needs."

"The Special Educational Disabilities group includes those children whose intellectual handicaps are associated with the environmental conditions at home or at school such as illness, pupil-teacher antagonism, bad study habits, as contrasted with the constitutional handicap of the preceding group. The children are helped through individual instruction (restoration classes) in which they regain their appropriate educational levels".

(2) Whitehouse Conference on Child Health and Protection. Special Education. The Handicapped and the Gifted (Report of the Committee on Special Classes.) New York, the Century Co., 1931, pp. 335-336.

Although there is no official classification in the United States, there is a tendency by most writers to make a three-fold classification of the mentally handicapped that varies slightly from that of the White-house Conference.

This classification of Ingram seems to be the one most used.⁽³⁾

"Mentally Backward:

This groups, which comprises between 15 and 18 percent of the school population, is made up of children with intelligence quotients between 75 and 89. While these children cannot cope successfully with the average elementary school curriculum, they can gain fair control of words and numbers. In some school system these children are placed in slow-moving sections, but in many instances no provisions for them are made.

"Mentally Retarded:

These children, with intelligence quotients ranging between 50 and 75, cannot meet the social-educational requirements of the regular school classes. They are often enrolled in special classes or in special schools for the mentally handicapped. These classes have been called by various names, "Special", "Ungraded", "Binet", "Opportunity", etc.

"Feeble-minded:

This is the group with intelligence quotients below 50. They are incapable of gaining control over words and numbers and are most frequently placed in state-supported institutions for the feeble-minded. Some of these institutions provide an educational program, while others offer only custodial care.

(3) Ingram, Christine P., Education of the Slow-Learning Child. World Book Company, Yonkers-on-the-Hudson, New York; 1935, 5-7.

In Louisville, children with an intelligence quotient of 50 or less are excluded from public schools. The writer has found from her discussions with principals and teachers that we, in Louisville, recognize the mentally-retarded and the mentally-backward as mentally handicapped children. The emotionally unstable child although he presents a problem, does not fit into this category.

LIMITATION OF PROBLEM

The scope of ungraded classes with the three types of children who are now their members present too varied a field to be included in one study. Each type of child presents a different need. With this concept in mind, this study is being made with principal thoughts and references directed to the care of the mentally-retarded child in the elementary school.

Because of compulsory school laws and the American ideal of education for all, these children of limited ability are coming to school. The presence of these children in school in a regular class or in special classes brings about a need of how best to help them.

The mentally-limited child usually comes from a family of low-income and he lives in crowded quarters or congested areas. Most of these slow-learners come from homes whose members have limited or no education. No reading matter and meagre means of spending their leisure are found in these homes. These children, if they come to school regularly, stay the time required by law then leave school and often become dependent on society in one manner or another. They often feel that they are not qualified to be a member of a desirable group and because of their desperate need for self-satisfaction become emotionally-unstable. This again presents another

problem. The mentally-retarded child who experiences repeated failures in the normal classroom because of his inability to read and do normal class work loses the feeling of self-confidence. He often develops defense mechanisms in rebellion against situations beyond his control.

"By far the greatest single cause of pupil maladjustment is the failure to learn normally to read. That this is true is not astonishing when the importance of reading in the usual school program is considered. The major part of a pupil's day beyond the primary grade is spent in reading. Obviously, the child whose skill falls below that of his fellows is sensitive to failure. He feels the loss of security with his peers, his teachers, and his parents. Thus the foundation is laid for serious maladjustment, academic and emotional."(4)

About the only way to help these children is through the resources of the special classes of the school.

School programs developed to help the individual, plus adequately equipped buildings and trained personnel may do much to help the mentally retarded.

The primary concern of schools should be the training of all children to participate in a democratic society both as children and as adults, to face the problems of today and tomorrow.

"School programs that stimulate the child's interest, promote his intellectual growth, give to him a sense of achievement and prepare him for useful adulthood."

"The mentally-retarded child who is unable to compete with other

(4) Schools and Classes for Exceptional Children, The Child with A Problem. Los Angeles School Publication No. 315, p. 7. Los Angeles, California, 1938.

children of his own age group may yield to harmful influences. Consideration should be given to the difficulty they face in attempting to fit into school programs, to play with other children on equal terms, to prepare for self-supporting and satisfying employment."

"Provisions should be made for general and vocational education for the child of limited ability and should be designed to discover, and develop fully his abilities and aptitudes."(5)

The mental ages of the children in most special classes for mentally retarded children in the elementary school range six to twelve years. Their Intelligence Quotients are approximately in the range from fifty to seventy-five.

As these mentally-retarded children cannot meet the social-educational requirements of the regular school class, they must be provided for in such a way as to make them happy, healthy, competent and self-sufficient adults.

Many mentally-retarded children become maladjusted, truant, and frustrated delinquents because they have become recipients of undesirable and unnecessary methods. Because of his inability and refusal to do he has received disciplinary measures frequently and counter rejection is practiced. He rejects the situation provided by adults, the adults reject the child who fails to succeed according to the adult plan.

The failure of the teachers, principals and supervisors who fail to recognize the individuality of growth and plan accordingly lead to the stage that make the problem child. Consequently, these children should be placed where understanding their needs in relation to their abilities

(5) U. S. Department of Labor, Children's Bureau: 1943. Controlling Juvenile Delinquency, p. 23. Washington, Government Printing Office.

to grow and learn is stressed.

Usually, the child who is mentally retarded has some asset, perhaps a special ability in art, handwork, music or even a definite personality trait which a skilled interested teacher can discover and develop to the highest degree.

DEFINITE LOCAL NEED FOR THE STUDY

It will be necessary to understand the prevailing trends and issues in other cities and to comprehend their successes and failures before a critical analysis can be made of the care of mentally-retarded children and their allocation in special classes in the Louisville elementary schools.

There appears to be a need for improvement in the clarification of what constitutes the basic foundation of the ungraded class. Too often the trend locally has been to make the ungraded class the recipient of the mentally-retarded child and the emotionally unstable child from eight to sixteen years of age.

A serious problem then develops in attempting to provide adequate adjustment and help to the mentally-retarded child.

"If ungraded classes are to function as special classes should function, it is essential that their real purpose be thoroughly understood by both principals and teachers and that classes be organized to fit the needs of those for whom they have been established."

While the classes are essentially for mentally-handicapped children, it is evident that they are also used as stop-gaps for some of the misfits and discipline problems in the regular classes until such a time as these boys and girls can be excused from school attendance."⁽⁶⁾

(6) Louisville Public School Survey - A Report on the Public Schools of Louisville, Ky. p. 288. Survey made by Mr. George A. Works. Published by City of Louisville, Ky. 1943.

With interest aroused by these comments of the Works Survey and with knowledge of the prevailing trends and issues involved in Louisville, there is a sincere hope that the information to be gained as the result of this survey on trends and issues confronting special class directors in the United States may help to increase the efficiency of guiding the destinies of mentally-retarded children in the Louisville public schools.

The elementary schools of Louisville now have a Supervisor of Special Education who is vitally interested in clarifying some of the problem involving the ungraded classes. Some of these factors, membership classification, class limit, curriculum or course of study are now being discussed by the Supervisor and her special class teachers. This fall they plan to form a desirable and enriching course of study. It is hoped that the results from this survey may prove to be beneficial to the Supervisor and the teachers in their planning.

METHOD OF PROCEDURE

Before an attempt can be made to ascertain the prevailing trends in other cities in the United States, it is necessary to find out the prevailing trends in Louisville and the issues involved in the administration of these classes. Through a series of interviews with various principals of the elementary schools, a consensus of opinion will be formed and stated.

After the trends in Louisville are ascertained, a questionnaire will be made based on the findings, and will be sent to the Directors of Bureaus of Research on Special Classes in key cities in the United States. The questionnaire will be made to include the most significant points about which knowledge is vitally needed. After a statement is made to clarify the writer's meaning of mentally-retarded, the following factors will be sought.

1. Attendance or membership in Ungraded or Special Class.
2. Methods of selection.
3. Knowledge of child before admittance to class.
4. Housing of class or classes.
5. Qualification or requirements of teachers.
6. Supervision.
7. Curriculum.
8. Miscellaneous factors.

A copy of the questionnaire will be found in the Appendix.

From the returned questionnaires, a compilation of the factors involved will be made. These factors will be analyzed and their good and bad points are to be considered without restriction in Chapter IV.

Chapter III will be devoted to a discussion of the prevailing trends and the issues involved in the administration and enrollment of the ungraded classes in the elementary schools of Louisville. This information will be gained from interviews with principals, and teachers of elementary schools, members of the Department of Curriculum and Research and the writer's experience as a teacher in an ungraded class.

CHAPTER II

A SURVEY OF RELATED INFORMATION

CHAPTER II

PART I

IDENTIFICATION OF THE MENTALLY-RETARDED

INTRODUCTION

In Chapter I a meagre attempt was made to identify the Mentally-Retarded child. As it was stated in the preceding chapter, the writer is not concerned with the curriculum for the mentally-retarded child as this would cover too vast a field in connection with the problems of administration, therefore, the following questions seem to be foremost in this study.

Why are people concerned with the mentally-retarded? How are the mentally handicapped divided? When did we become interested in them? How often do they appear in our school population? How can we identify them? What are their possibilities for development? What are some of the problems of administration of the mentally-retarded?

This chapter will intend to form a framework of the realism of a person known as mentally-retarded, what is known of him, how he fits into the program of equal educational opportunities and some suggestions of the care that may be given him.

WHO ARE THE MENTALLY-RETARDED?

Quite often such expressions as "backward," "mentally-retarded," "mentally backward," "dull," "slow-learner," "borderline," "feeble-minded," and others are used interchangeably without the exact meaning. One person thinks of one meaning, while another thinks of something else. This confusion has gone on for centuries. As early as the seventeenth century, attempts were made to define low mental ability. The Church, the law and medicine each tried without success. Later, social-economic and pedagogical and psychological definitions appeared. Before the use of intelligence tests, the definitions were usually made in terms of social adjustment. Much value may be attached to this plan as it involved observations of the practical adaptability of children and adults to

social living. Intelligence tests were developed and the concepts of mental age and intelligence quotient helped to classify the mentally-handicapped.

These handicapped people are not distinct from other members of the human race, they simply have a reduced capacity to think through and to solve many of the ordinary problems of living and often lack the judgement and competence to handle themselves in the social world.

It is not easy to generalize about the characteristics of the mentally-retarded as compared with those of normal mentality, but some are noteworthy. They show in addition to the gross retardation in terms of mental age the following factors according to Baker.⁽¹⁾

Qualitative psychological backward ways.

- "1. They show a tendency to stereotyped answers by repeating the same response to different questions.
2. They lack powers of self-criticism.
3. They possess limited powers of association.
4. They are unable to keep unusual instructions in mind, but return to traditional methods.
5. They fail to detect errors and absurdities in statements and in commonplace situations.
6. They tend to have concrete abilities rather than abstract.
7. They have limited powers of reasoning, visualization and similar mental traits."

As a group, they are likely to have more physical deviations than normal children. Often crowded and poorly formed teeth, ears of many odd shapes, unusual size of the head, posture or other unusual conditions mark the mentally-retarded. These bases alone would prove disastrous as a means of diagnosing mentally-retarded children. Although many children

(1) Baker, Harry J. Introduction to Exceptional Children. The Macmillan Company. New York, 1945. p. 258.

do not possess these severe deviations they have defects that may be found in normal children, such as enlarged tonsils, adenoids and bad teeth. These physical defects added to their educational retardation prove to be a handicap.

During the past quarter of a century, much has been done to classify the mentally handicapped by the use of psychological measurements and definitions.

CLASSIFICATION AND DEFINITIONS

In 1913, England passed a Mental Deficiency Act that divided the mentally-handicapped into three groups: the feeble-minded, imbeciles, and idiots. The groups were thus defined:

"The feeble-minded are persons in whose case there exists from birth or from an early age mental defectiveness not amounting to imbecility, yet so pronounced that they require care, supervision, and control for their own protection or for the protection of others; or, in the case of children, that they by reason of such defectiveness appear to be permanently incapable of receiving proper instruction in ordinary schools."

"Imbeciles are persons in whose case there exists from birth or from an early age mental defectiveness not amounting to idiocy, yet so pronounced that they are incapable of managing themselves or their affairs, or, in the case of children, of being taught to do so."

"Idiots are persons so deeply defective in mind from birth or from an early age as to be unable to guard themselves against common physical danger."⁽²⁾

(2) Frampton, Merle E. and Rowell, Hugh G., Education of the Handicapped. World Book Company, Yonkers-on-the-Hudson, New York; 1940. p. 330.

In 1931 a Joint Committee on Mental Deficiency in England adopted the following classification which was made official in England.

"Mental Defective:

Those children whose mental age is below half the chronological age; that is, those of ten whose mental age is below five. These we propose to call mentally defective children. (I.Q. below 50)."

"More Retarded:

Those children whose mental age is above half and below seven-tenths of the chronological age; that is, in the case of children of the chronological age of ten, those whose mental age lies between five and seven. These we propose to call 'more retarded' children. (Corresponding broadly to those hitherto classified as 'educable mentally defective' children). (I. Q. 50-70)."

"Less Retarded:

Those children whose mental age lies between seven-tenths and eight-tenths of their chronological age; that is, in the case of children of the chronological age of ten, those whose mental age lies between seven and eight. These we propose to call 'less retarded' children. (I. Q. 70-80)."(3)

As it was stated in Chapter I, there is no official classification in the United States. The one adopted by most educators to be the most practical is the three-fold classification of Ingram.(4)

(3) Ibid., pp. 330-331.

(4) Ingram, Christine P., Education of the Slow-Learning Child. World Book Company, Yonkers-on-the-Hudson. New York. 1935. P. 5-7.

1. The Mentally Backward
2. The Mentally Retarded
3. Feeble-minded.

As these were defined in detail in Chapter I, it might be significant to say: that group I includes those whose intelligence quotients are between 75 and 89; that group II includes those whose intelligence quotients range between 50 and 75; that group III includes those whose intelligence quotients range below 50.

It has often been stated that boys and girls who lack the capacity to grasp or profit by the works of regular grades are subnormal. The criterion of school progress or of educability alone is highly unsatisfactory as a means of classification.

Wallin contends that:⁽⁵⁾ "Educability depends on many of the factors that innate strength of mind, inherent capacity, alertness or intelligence; for example, such factors as interest, enthusiasm, ambition, effort, application, early training, age on entering the school, regularity of attendance, the cultural advantages afforded by the habitat, emotional drive and stability, health, and specific mental, physical or educational defects."

Although an actual trial can be made to determine the degree of educability of a mentally-retarded child, this would prove to be of a great disadvantage as the child would receive very little training which would prove beneficial to him. This was recognized in 1929 when the Legislature of the State of New York amended its Special Education law. Previous to 1929, a child with an Intelligence Quotient of 70 could not enter a special class unless he was ten years of age, thereby losing the

(5) Wallin, John E.W., Education of the Handicapped Children, Riverside Test books in Education. Houghton-Mifflin Company, 1924 p. 350.

first four years of his school training. The new amendment eliminated the required three or more years of retardation, and permitted children to enter as soon as they were tested. There is no question but that some relationship between intelligence and school achievement does exist.

Although A. F. Tredgold⁽⁶⁾ states:

"...low capacity for school learning does not mean lack of general intelligence and that mere scholastic inability cannot be regarded as a criterion of mental deficiency."

Psychological data can be of much help in determining the criterion of school progress.

Wallin⁽⁷⁾ says: "Mental inferiority can be diagnosed only by means of a psychological examination. The psychological examination gives important clues regarding the degree of educability of the child, the kind of training needed, the occupational possibilities, and the required social control or disposition."

In 1904, when Binet developed a scale for the detection of feeble-minded children in the school systems, there began a scientific manner of determining individual differences. From these tests numerous facts have been revealed, one of which is the frequency with which various degrees of intelligence occurs among school children. Human nature varies from the mental deficient below an I. Q. of 50 to those who are mentally super-normal with an I. Q. above 125. There is a general agreement that the child whose I. Q. is 50 or less be excluded from the regular school and be placed in an institution. Just as there are exceptions to all rules, so

(6) Tredgold, A.F. Mental Deficiency. Wm. Wood and Company, New York. 1928. p. 3.

(7) Wallin, Op. cit. p. 347.

do we find scattered throughout the United States some children whose I. Q. are below 50 attending regular classes. These cases are either in rural areas or in localities where no special classes exist.

FREQUENCY OF APPEARANCE

In terms of frequency "mentally-retarded" children constitute at least two to five percent of the juvenile population according to facts gained by Martens.(8)

In the Distribution of Intelligence Guy. L. Hilleboe⁽⁹⁾ states that in 1926: (1) out of 34,080 pupils in grades 1, 3, 4, 6, 8, and 9 in Detroit, 10.3 pupils were of borderline deficiency and 13.2 were below average.

(2)	In grades 6A and 8A 3,164 pupils Rochester, New York	4.9% borderline 11.4% below average
(3)	In grades 4 to 8 Buffalo, New York	8.8% borderline 7.9% below average
(4)	In grades 6A and 8A 3,164 pupils Philadelphia, Pennsylvania	8.1% borderline 7.9% below average
(5)	In grades 3 to 8 16,138 pupils Baltimore, Maryland	16% below average
(6)	In grades 4 to 8 1,325 pupils New York City	5.7% borderline 18.0% below average

Thus it can be seen that we have many children in our school systems that are below normal in intelligence. According to this report, we can see

(8) Martens, E.H., A. Guide to Curriculum Adjustment for Mentally Retarded Children, Government Document No. 11. 1936 - p. 1. U. S. Office of Education, Washington, D. C.

(9) Hilleboe, Guy L., Finding and Teaching Atypical Children, p. 28. Bureau of Publication Teachers College, Columbia University, New York, 1930.

that of the pupils tested, Detroit had 23.5% below normal

Rochester	16.3%
Buffalo	16.7%
Philadelphia	16.0%
Baltimore	16.0%
New York City	23.7%

The children in Baltimore measured 22% below an I. Q. of 77.

According to Baker:⁽¹⁰⁾ "An estimated total of one-half a million for the entire country could be classed as mentally-retarded children. In 1930 there were 80,000 enrolled in special classes but by 1935-1936 the number had increased to nearly 100,000. The most recent enrollment figures were slightly lower than this high peak, so that less than one-fifth have special class provision. Any city of from five to ten thousand general population with one thousand school children should have enough for a class of from fifteen to twenty pupils."

Naturally, the actual determination is exceedingly difficult because of inaccurate measuring instruments, lack of standardization of definition and regional differences. We find that about twenty-five percent of elementary school children show an incapacity for academic achievement depending upon their degree of intelligence.

MEANS OF DISCOVERING THE MENTALLY-RETARDED

Early History

Many years ago the idea that subnormality as a condition that had special supernatural significance prevailed everywhere. At times they were supposed to have the power of the gods or believed possessed of evil spirits. Men like Rousseau and Locke directed their attention on basing

(10) Baker, Harry J. Introduction to Exceptional Children. New York: Macmillan Co. 1945. pp. 261-262.

education on the child's native instincts and capacities. In 1837 a school for the mentally retarded was established in Paris, by a French surgeon. Many well-known American educators became interested in the mentally-retarded, including Horace Mann, and Dr. Samuel G. Howe. The first classes were in state institutions. It was not until 1897 that the public school systems established special classes. The first one in the United States was at Springfield, Massachusetts.

That the mentally handicapped child needed instruction adapted to his individual needs, interests and ability was recognized by the Chicago Board of Education as early as 1891, according to Zahrobsky(11)

"While Chicago cannot claim the honor of being the first city to inaugurate day classes for the instruction of mentally subnormal children, it can claim the distinction of being the first city in the world to establish a child study department within the public school system where the child's particular difficulty could be diagnosed and a plan of treatment suggested.

The experimental classes which were first tried in 1891 soon turned out to be the place where any child who, for one reason or another, failed to succeed in the regular classroom was transferred. Although these early classes did not prove to be the solution for meeting the needs of the mentally deficient, they served the purpose of demonstrating the need of diagnostic services. With the establishment of a child study department in 1899, it was possible to select on a more scientific basis those children whose difficulties were due to intellectual inferiority.

(11) Zahrobsky, Mary, "The Illinois Program for Educating Handicapped Children in the Public Schools" The Social Service Review. Vol. 20. June, 1946. p. 193.

The first special class limited solely to mentally handicapped children was established in Chicago in 1900."

Since then the growth of special classes in the United States has been slow but steady. The principal growth has been in the eastern states.

According to Zahrobsky⁽¹²⁾ "In the year 1939-1940 out of forty-two states, Illinois ranked ninth in the states conducting special classes for mentally deficient children, being surpassed, in order of numerical importance by New York, Pennsylvania, Massachusetts, Maryland, California, Michigan, Ohio, and New Jersey."

MEANS OF DISCOVERING THE MENTALLY-RETARDED

Method

Some states have laws concerning the establishment of special classes for mentally-retarded, others leave the matter up to local authorities. Greater strides have been made in the eastern states because of legislative action. New York, New Jersey, and Massachusetts have made it obligatory for boards of education to ascertain the number of pupils in each school district who are three or more years mentally-retarded, and to establish special classes for their instruction when ten or more children have been found who need special instruction.

The State Commissioner of Education in New Jersey is provided by law to prescribe such methods as to him may seem best for use in ascertaining what children are three or more years below normal.

A definite procedure is used by local school administrators in New York. The Research Division of New York State Department of Education outlines a plan to secure the child who is retarded in mental development. This plan as outlined in the Frampton and Rowell is:⁽¹³⁾

(12) Ibid., p. 193

(13) Frampton, Merle E., and Rowell, Hugh G., Education of the Handicapped. World Book Co. Yonkers-on-the-Hudson, New York; 1940. pp. 332-333.

- "1. Examine age-grade tables annually to discover those pupils in grades 1 to 5 who are two or more years of over-age.
2. Secure from classroom teachers the names of those pupils who they believe would profit from special class instruction.
3. Secure and check names thus obtained against academic and health records and social histories to ascertain obvious causes of retardation.
4. Check records of intelligence tests, and if none are available, administer a group test of intelligence.
5. Have a qualified psychologist study all children whose retardation is not obviously due to some cause other than mental handicap.

The State Board of Education in Connecticut has a ruling that states that a child with an I. Q. ranging from 45 to 75 and a mental age not less than five years and a chronological age of not more than sixteen years may be placed in a special class or school.

Most of the mentally-retarded children are not fortunate enough to have been born in these eastern states, therefore, unless the local school authorities are able to discover them and care for them with special education, these children go neglected.

Those children who find it difficult to keep up with the ordinary pace of learning, who cannot learn rapidly and are forced to endure unfavorable comparison with those who gain so much from a normal school situation are exceedingly fortunate if they live in a community whose school system has a clinical staff (psychiatrist, psychologist, and social worker) at its disposal. They with the regular personnel can analyze children's behavior difficulties and make recommendations and the necessary plans for readjustment.

Unfortunately, few schools have this plan as many systems do not even employ psychologists. Sometimes children are taken to county or

hospital clinics. In some states traveling clinics supervised by the State board of education go to any school district that expresses a need for the service.

In many instances the teachers of the special classes are required to take courses in psychometrics and they are the ones who determine whether or not the child should be placed in the special class.

There are many children who are never diagnosed and never receive the advantages of special education. Some of these have been subjected to haphazard and inadequate methods that have been better left undone.

Frequently, the discovery of the children who are in need of special class work is accomplished through teacher-judgment, studies of grade retardation, achievement tests, group tests of intelligence or a combination of these agencies.

Teacher judgment alone is not always satisfactory because there sometimes arise the tendency to include disciplinary problems and many teachers do not possess the knowledge to make a definite diagnosis. The recommendation of the teacher is very good but should not be the primary basis for selection. It depends upon her knowledge to judge the factors involved. An experiment was conducted by the Canadian Council on Child Welfare⁽¹⁴⁾ in which instructions were given to teachers in the proper method of selecting children without giving standardized tests, and then compared the appraisments assigned four-hundred children with those found by the Standard Binet test. The average difference was less than five percent.

In many small communities where teachers administer tests or make

(14) Canadian Council on Child Welfare. Special Training for School Age Children in Need of Special Care. Ottawa, Canada. 1927. p. 10.

recommendations without the advantage of having had training or clinical experience in dealing with many types of atypical children, the results would not be the same.

Early diagnosis and assignment to a special class is of a great advantage.

Irwin and Marks⁽¹⁵⁾ state: "Because of the fact that childhood is a plastic period when delinquency is preventable, when proper specific habits may be formed, when desirable mental attitudes may be cultivated, when normal social relationships may be begun, when the individual's potentialities for brain development are at their peak, and when good habits can, by the right kind of training be made to precede rather than follow bad habits, early diagnosis of mental subnormality and assignment to a special class is essential to the ultimate success of that type of education."

Some psychologists believe that if the mentally-retarded child is given the right kind of special education early enough, they can adjust themselves exceedingly well. If this be accepted from a social and economic point of view, it would seem to follow that the child should be tested and diagnosed and assigned to special class work while he is in his first or second year of school.

In diagnosing many factors enter besides mental tests and teacher's judgments, although these two are quite important. The observer will realize that financial resources of a community, the size and training of the personnel all enter into the success of the diagnosis.

(15) Irwin, Elizabeth A. and Marks, Louis A. Fitting the School to the Child: An Experiment in Public Education. The Macmillan Company. 1924, p. 158.

Hilleboe(16) presents a list of nine essential facts which in the opinion of authorities are considered essential data for diagnosis.

1. Psychological examination
 - Intelligence tests
 - Chronological and mental age
 - Sensory examination
 - Personality conflicts
 - Behavior
 - Moral Reactions
 - Obsessions or fears
 - Special disabilities
2. Medical examination and record
 - Physical age
 - Physical development
 - Physical history
3. School Record or History
 - Teacher rating
 - Rank in class
 - Practical knowledge
4. Heredity and family history
 - Economic condition
 - Home conditions
 - Special discipline
5. Environmental conditions
 - Neighborhood conditions
 - Associates
 - Amusements
 - Bad mental and educational hygiene
6. Social characteristics and history
 - Character defects or traits.
7. Personal history from infancy
 - Personal habits
 - Sex habits

(16) Hilleboe, Guy L., Finding and Teaching Atypical Children, 1930.
p. 60. Bureau of Publication Teachers College, Columbia University,
New York.

- 8. Psychiatric examination
- Neurological examination
- Emotional problems
- Reaction to ordinary situations
- Delinquent tendencies
- Psychopathic tendencies
- Temperament

9. Vocational record."

The most important as indicated by the authorities was individual intelligence tests, school records and history, medical examination and record, and the family history and heredity.

It is highly essential to obtain a family history. Wallin⁽¹⁷⁾ states that mental subnormality is from 75 to 90 percent hereditary and that abnormal mental states are what they are because of their antecedents and cannot be adequately understood or interpreted apart from their evolution or development.

After the diagnosis has been made, one of the most important duties of the diagnostician is the recommendation of remedial measures, and the report of all the factors in the diagnosis should be given to the teacher who will have the child under her jurisdiction.

In the recommendation or assignment, many factors require attention. In most states children whose Intelligence Quotient is 50 or less are excluded from public schools. As stated previously, there are some exceptions and we find some children of less than 50 I. Q. attending the public schools in normal classrooms. The admission of this type of child to normal classrooms should be barred because of the stigma it would give to the other pupils, and the reputation it might give the school.

(17) Wallin, John E., Clinical and Abnormal Psychology. Houghton Mifflin Co., New York - 1927. 649 pp.

The special class should not be a dumping ground for all the exceptional pupils in the school. Age and mentality should be the two main criteria for assignment to the special class. The Intelligence Quotient should range from 50 to 70 in the special class. Coaching teachers should be assigned those children who are of normal intelligence but backward in school progress. The behavior problem or the temperamentally atypical child should not be permitted to become a part of this special class. He often has bad effects upon the suggestible minds of the mentally-retarded and frustrates the efforts of the teacher.

CHAPTER II

PART II

THE PROBLEMS OF ADMINISTRATION

HOUSING

Most school administrators are faced with the problem of how to care for classes for mentally-retarded children.

How many classes should they establish; where should they establish these classes, and how should these classes be equipped? are questions uppermost in the thoughts of administrators of special classes.

The pressure of the problem and the limitation of the local situation will determine the most effective administrative technique in each community.

Although many plans have been tried in various communities, the tendency in this country seems to be to establish one or two special classes in a regular elementary school.

Frampton⁽¹⁸⁾ gives five reasons why this is prevalent:

"1. Accessibility:

If these classes are scattered throughout the city, no child will have to travel an unreasonable distance to school and the city will not have the added expense of providing transportation.

2. Less parental opposition:

Parents are less likely to be disturbed over the transfer of a child to another class in the same building than over a transfer to another school. The neighbors are less likely to notice such a transfer and comment about it.

(18) Frampton, Merle E., and Rowell, Hugh G., Education of the Handicapped. World Book Company, Yonkers-on-the-Hudson, New York; 1940. p. 334.

3. Less stigma attached to the single class:

The advocates of this type of organization believe that less stigma is associated with such a class than with a special class school for the mentally handicapped. There is no evidence to show that this need be true.

4. Greater opportunity to associate with normals:

The child is in a school largely populated by normal children, he will have an opportunity to associate with them and to compete with them in activities in which he has a chance to succeed.

5. Greater ease of transfer to a normal class:

It is easier in such a situation to allow the dull child to be transferred to a normal class if his progress warrants such a transfer. He may spend part of his time with a normal group and part of his time with the slower group."

Many educators disagree with this opinion and advocate a special center or special school. As outlined by Frampton(19), these are considered advantages of the special center or school plan:

"1. Better classification of pupils:

If there are several classes it is possible to place in one group those of similar chronological, educational, mental, and social age: whereas if there is only one class there may be so wide a range of age and interests as to make the group very difficult to teach.

2. Possibility of promotion:

In such a setup the child may be promoted from one class

(19) Ibid. pp. 334-335

to another and thus have a more definite feeling of progress than is possible when he must remain in the same classroom for several years.

3. Contact with more teachers:

Instead of having one teacher for several years the child has the experience of adjusting himself to several teachers during his school career. It is also possible that some of the work may be departmentalized and the child may work with more than one teacher in a single year.

4. Possibility of a more varied program:

With several teachers, each with special talents and training, it is possible to offer a greater variety of experiences than can be offered when only one special class teacher is available.

5. Economy:

Shop equipment is expensive, and if the classes are brought into one center there is economy in the purchase and use of equipment.

6. Mental hygiene:

The handicapped are competing with their peers. There is greater possibility of success and greater possibility of good adjustment."

As with every question, there are always two sides. In 1945 Stevens⁽²⁰⁾ as a result of his experience as a director of special education, dis-

(20) Stevens, G. D. "An Evaluation of Some Methods of Organization of Classes for the Mentally-Retarded Adolescent." Educational Administration and Supervision. Volume 31, April, 1945.

cussions with field workers, and a review of limited literature concerning the single elementary school special class stated that the enrollment usually consisted of from fifteen to twenty children of from six to sixteen or eighteen years. The teacher may or may not be trained and the equipment and curriculum is usually modified to child. He stated that there were four advantages:

- "1. Good for small systems with few mentally-retarded children.
2. Better adapted from viewpoint of personnel, equipment and curriculum.
3. More individual attention.
4. Fewer personality maladjustments."

While on the otherhand he listed eight disadvantages:

- "1. Difficult to adjust curriculum to chronological age, mental age and social maturity of class.
2. Impossible to provide fully for individual differences.
3. Impossible for elementary school to provide mature social interest.
4. Elementary curriculum unable to satisfy physical and personality need.
5. Equipment not suitable for older child, desks, seats and so forth.
6. Play and sex interests vary.
7. Sometimes the elementary teachers are not prepared to handle problems of adolescents because of primary training.
8. Older children become stigmatized."

As stated previously, many educators do not like the idea of one or two classes but prefer a special school center. Stevens⁽²¹⁾ speaks of a

(21) Ibid

special class elementary school center as one in which several special classes are brought under one administrative unit either as a part of a regular elementary school or in a separate building. The curriculum, instructional materials, equipment and all facilities are for the elementary school age child and especially adapted for the needs of the mentally handicapped of the pre-academic to the adolescent pre-vocational or occupational age group. The teachers are usually trained and have a trained supervisor. He lists seven advantages of this plan.

1. Greater degree of homogeneity in grouping.
2. Better equipment, radio, moving pictures, well-equipped shop, library.
3. Child comes in contact with more teachers.
4. More social growth by participating with children of similar mental, social and educational levels.
5. Regular elementary school equipment available to class.
6. Broader curricular experiences because of greater number of teachers.
7. Prevocational and vocational training because of shop courses.

To this plan, is listed four disadvantages:

- "1. The cost prevents it in small school systems.
2. Elementary school teachers poorly equipped to handle adolescent.
3. Curriculum attuned to elementary school child unable to meet physical, social and personality need of older children.
4. It tends to stigmatize the child (dumb school) often prevents child from getting jobs."

It is an accepted principle that all children should be provided equal educational opportunities and the mentally handicapped must be pro-

vided for in such a manner as to make him a healthy, happy, competent and self-sufficient adult.

In American City, the city so designated by the Educational Policies Commission(22) in its plan for school services for youth as they would like to see them in the post-war years, the following provisions were made for the mentally-handicapped.

"The school follow here the policy of minimizing segregation. These youth, it is held, have the same needs as others. They too will work, earn money, spend their earnings, be members of families, be in good or ill health, vote in elections, be members of organizations, and use their leisure time wisely or otherwise. They are more likely to learn to do these things well, it is believed, if they work in association with other students."

Whether the children are in regular classes, single elementary classes or in a special school center evolves itself around a number of circumstances. The number of mentally-retarded pupils, the size of the city school system, personnel, equipment, finances and other factors enter into the prevalent type. It is to be understood that in large cities similar to Los Angeles, New York and Chicago there would be a more elaborate plan of special education than cities in comparable size of Louisville could be expected to have. For that reason the questionnaire in this study shall include those cities comparable to Louisville. It is to be considered that in rural and small town schools where the number of mentally-retarded children is considerably less that it would be too lavish

(22) Educational Policies Commission. Education for All American Youth. National Educational Association of the United States and the American Association of School Administrators. Washington, 1944. p. 334.

an expenditure to establish special classes. These children are kept in regular classes in the school.

Zahrobsky⁽²³⁾ speaks very highly of Chicago's care of her mentally-handicapped children but states: "Although public schools outside the city of Chicago in some instances offer special educational services to mentally handicapped children, these are comparatively few in number and are to be found only in the larger cities and towns. In as recent a school year as 1939-1940, a period from which comparable statistics from other states are available, there were but 4,252 mentally deficient children who were attending special classes in the public schools of twelve Illinois cities. Of this number, 3,716 or 87 percent were enrolled in Chicago Public Schools."

The teachers in these schools must be alert to the needs of these special pupils and must adjust the curriculum and their teaching methods to meet the needs of these exceptional children.

If these mentally-retarded children are to be assigned to classes that will best fit them to use their capacities to the fullest extent, certain criteria must be emphasized by administrators. Good physical environment, trained teachers whose personality fit them to understand and help these children, a curriculum developed to meet the needs and capacities of the individual, remedial treatment which will help to reduce or eliminate mental or temperamental handicaps, guidance and a follow-up plan after the pupil leaves school are all important factors to be considered in the plan of administration of special education.

(23) Zahrobsky, Mary. "Educating Handicapped Children in Illinois Public Schools." The Social Service Review. Vol. 20, June, 1946. p. 193.

THE PHYSICAL ENVIRONMENT

The physical environment should be comparable to that held desirable for normal children. A mentally-retarded child does not learn better in a dingy, ill-lighted uncomfortable room. Too often that is the type of room offered to the mentally-handicapped child. Administrators are beginning to realize the need of providing the proper equipment and suitable quarters for these children. Unless the child works under good physical conditions, he cannot be expected to maintain either physical or mental health.

IMPORTANCE OF TRAINED PERSONNEL

As it was previously stated in this chapter, the teachers of some special classes are required to take courses in psychometrics to determine the advisability of placing children in special classes. Although this practice is not prevalent, there is a definite need for well-trained teachers for special classes. It is important that these teachers be especially equipped with the desired understanding personality and urge to help these mentally-retarded children. Because of their mental handicap, they need a teacher who understands their need of adjustment and is sufficiently alert to develop a constructive plan. Teachers of handicapped children should have some general knowledge, first, of the teaching methods used with normal children, and, second, of the needs and problems of the mentally-handicapped. An awareness or general orientation course in the education and psychology of all exceptional children is often a requirement for every specialized curriculum in special education. Knowledge of each handicap and methods used in teaching various groups of exceptional children proves beneficial. Departments of psychology, sociology, speech,

biology, physiology, industrial arts and physical education are all used in the preparation of teachers of handicapped children.

NEED OF AN ADJUSTED CURRICULUM

The curriculum is gradually undergoing a change. At first the minimum essentials of the traditional elementary school curriculum plus some handwork constituted the curriculum for the mentally-retarded child. In some areas the main idea was just to "keep them happy".

The education aims for mentally-retarded children as related by Martens⁽²⁴⁾ are no different than that of any group of children.

"This aim is to teach the individual how to live better; to teach him to use all of his capacities; to teach him to become a useful member of a social group."

Emphasis should be placed on certain factors if these fundamental aims of education for the mentally-retarded child are to be realized. Martens⁽²⁵⁾ states them thus:

1. Education in keeping with the capacities, limitations and interests of each child.
2. Education for some participation in the world's work.
3. Education for wholesome social experiences.
4. Education in keeping with the interests of all children."

Teachers really should be the ones to supply the curriculum and should also help to formulate a philosophy and assist in working out the objectives of a definite program of adjustive curriculum. Everyone

(24) Martens, E. H. A Guide to Curriculum Adjustment for Mentally Retarded Children. p. 15. U. S. Office of Education, Washington, D. C., 1936. No. 11.

(25) Ibid - p. 19.

does not have the ability to produce curriculum materials, but if each member of the special education staff is stimulated to express his beliefs and attitudes a desirable curriculum may be moulded. Techniques cannot be accepted rashly, they must be tried out, evaluated and quite often modified. Just as life is constantly changing, there must be before the administration and supervisory staff the realization that the human and social needs of retarded children change. The responsibility of caring for these changes must be met by the entire staff. Then, and only then, can the true curriculum be developed.

We so often wonder what the mentally-retarded can learn that will be useful to him as an adult. A practical skill in the use of the tool subjects, habits of honesty and industry, a knowledge of the importance of physical efficiency, some basis of earning a living and an awareness of a worthy use of leisure time should be the outstanding objectives to be developed in the mentally-retarded child.

Many worthwhile traits like neatness, punctuality, alertness, trustworthiness and others need to be emphasized.

Many interesting experiments in the adjustment of the curriculum of the mentally-retarded are being carried out in the United States. One of the most interesting of these is the one conducted at the Speyer School (Public School 500) in New York City as related by Drs. Arthur Gates and Miriam Pritchard.(26)

As this was a curriculum experiment at Speyer School, and this report is on administration, the writer shall not attempt to discuss the

(26) Gates, Arthur and Pritchard, Miriam. Teaching Reading to Slow Learning Pupils. Bureau of Publications, Teachers College, Columbia University, New York. 1942. pp. 65.

experiment but simply report the studies. The first was based on records of six classes of slow-learning pupils obtained between February 1936 and June 1939. The second was based on the results obtained from reading tests, questionnaires and interviews of one class in the Speyer School, and a control group selected from another public school in the same neighborhood. This study occurred in the fall of 1940. One of the major purposes of the experiment was to determine the value of each of several media of learning for children of slow-normal group. It was really the major importance of reading versus those who felt that slow children find reading difficult and unappealing and that other modes of learning through direct observation, such audio-visual aids as motion pictures, sound-motion pictures, construction enterprises, conversation and others would prove to be more interesting and more fruitful.

How the studies were carried on over a period of time is discussed in detail and the results of the studies summarized.

The needs of the child and the development of his potentialities should be uppermost in the formation of a curriculum. The teacher is aware of her pupils needs and she should see that the curriculum meets his need.

Patey⁽²⁷⁾ feels that the focal point of the school's work is the classroom with the teacher serving as the general practitioner taking care of the pupil's needs.

"If I. Q's were the basis for classification, it would be possible to develop curricula that would be continuous over a period of years.

(27) Patey, Henry C. "The Teacher As a General Practitioner in Mental Hygiene." Mental Hygiene, Vol. 24, Oct., 1940. pp. 612-613.

There are enough of these mentally-retarded children to justify the time and effort spent in developing courses applicable to their special needs.

The developing of special courses adapted to the need of the variety of abilities represented in the public schools depends upon an adequate program of educational guidance. It is easy enough to generalize about these problems, but a person who is oriented in mental hygiene will want each program generalized from the needs discovered in their individual children, that is, from the carefully considered recommendation for individuals.

An able teacher can develop a course that will serve the particular needs of his or her pupils, and still meet the general requirements of the curriculum, if given sufficient leeway for a sufficient period of time. The problem may be solved by using guidance with curricular possibilities."

VALUE OF GUIDANCE TO THE MENTALLY-RETARDED

One of the greatest misfortunes that occurs to the mentally-retarded child is that after he has been placed in the special class, he is quite often forgotten as an individual by those who placed him there. Irwin and Marks⁽²⁸⁾ consider that the initial survey and placement of mentally subnormal children incomplete unless it is followed up for at least one term by the services of the psychologist who remains in and with the school to interpret the technical findings for the practical use of the special teacher.

In the school, where there is an established clinic, the records of each child are kept and added. In large cities reexamination of the

(28) Irvin, Elizabeth A. and Marks, Louis A. Fitting the School to the Child: An Experiment in Public Education. The Macmillan Company, New York, 1924. 339 pp.

mentality and achievement of all special class pupils occurs at regular intervals. New York City recommends reexamination of all children in ungraded classes at least once a term.

The need of vocational guidance is urgent for all mentally-retarded pupils for they can all be taught and helped to become self-supporting members of a community; some who are exceedingly capable may assume positions of responsibility.

Ada Fitts⁽²⁹⁾ claims that a child may be prepared for appropriate employment and may be unsuccessful because of the lack of power of self-direction and she urges that oversight and follow-up care be provided each mentally subnormal pupil who leaves the school. She further ventures the opinion that the assumption of this responsibility for a year or two beyond the school time is just as much a proper function of the public schools as is the work with adults in continuation and evening schools and centers.

Very few schools have any plan of follow-up to learn of their pupil's success or failure. Factories and business houses make surveys of their products but education just lets it's products fall where they may. Until some definite plans are made and carried out in a successful plan of follow-up procedure, a great need in education will be violated.

Gesell⁽³⁰⁾ gives these five essentials of vocational after-care

(29) Fitts, Ada M. How To Fill the Gap Between Special Classes for Mentally Defective Children and Institutions. Massachusetts Society for Mental Hygiene, Boston; 1926. 8 pp.

(30) Gesell, Arnold. Exceptional Children and Public School Policy. Yale University Press, 1921. New Haven, Conn. 66 pp.

and guidance:

1. An after-care supervisor.
2. Follow-up records.
3. Consultations with parents, employers and social workers.
4. A voluntary after-care committee.
5. Vocational probation by the Juvenile Court."

Perhaps money, interest of those who could help, facilities and many other factors have been the reason why plans similar to Gesell's are not more general.

In France, there is an out-of-school organization which visits the home and sometimes financially aids the parents, and if necessary places the children in the country. When the child leaves School, this organization guides the child and his parents in a suitable occupation.

Descoeudres⁽³¹⁾ states that both England and France have after-care committees. They help the child to acquire the right kind of a job, and discourage the acceptance of any job which would be harmful to his morals or health. These committees appoint patrons to watch over the physical, mental and moral welfare of each individual, to contact the employers in regard to working conditions and wages, and to help with financial assistance if the child is unable to support himself. That a follow-up plan is essential to the mentally-retarded is one of most vital points in the consideration of all administrators.

All of these factors, physical environment, trained personnel, well-developed curriculum, vocational guidance and a definite follow-up procedure

(31) Descoeudres, Alice, Education of Mentally Defective Children. Psychological Observations and Practical Suggestions. D. C. Heath and Company, New York, 1929. 225 pp.

have been discussed with the view in mind that they are very definite problems facing the administrator of special classes for mentally-retarded children.

How the child is discovered, diagnosed, assigned and then the method of administration to which he is subjected can either be a wasted and disastrous result or the proof of the Whitehouse Conference.(32)

"Special Education of the mentally handicapped is not charity, but enlightened public policy, beneficial to society, as well as to the individual affected."

On the basis of this over-all picture of the meaning of Special Education, the writer shall attempt in Chapter III to give an outline of the trends and issues in the administration of the ungraded or special classes in the elementary schools of Louisville. Thereby laying the foundation for the study of the other cities in Chapter IV.

(32) White House Conference on Child Health and Protection. Special Education, The Handicapped and the Gifted. P. 26. (Report of the Committee on Special Classes) New York, The Century Co., 1931.

CHAPTER III

A STUDY OF THE UNGRADED CLASSES IN THE ELEMENTARY SCHOOLS OF LOUISVILLE

INTRODUCTION

If our schools are to serve as information centers for simply teaching reading, writing and arithmetic with expansions of these basic tool subjects, then only one type of school is required throughout our country. However, if we as educators feel that this is not the school's purpose, but it is to serve as a place wherein boys and girls may live, where reading and writing and arithmetic are necessary tools for living, where guidance through teaching, through sharing experiences, through individual work for individual differences and special adjustment for all who need it then, and only then, does the school become a vital living place. Schools will be made for children and not children for the school.

This chapter shall attempt to convey some of the thoughts and trends on the administration of ungraded classes prevailing now in the elementary schools of Louisville and to bring into view the paramount issues now before principals, teachers and administrators in Louisville.

HISTORY OF THE FIRST MENTALLY-RETARDED CLASSES

As early as 1913, the public school system of Louisville attempted to fit the school to the child.

On November 4, 1913 in a three-story brick building near Second and Gray Streets a class for the mentally-retarded was formed. The first class contained four pupils to which was later added four Italian and three Russian children. The addition of these emigrant children to the class proved to be an interesting event, as they shared experiences, language and stories with the other pupils.

During the year, forty children were added to the class enrollment at various times. Their chronological ages ranged from eight to sixteen.

Their grades were from one through five.

Many of these children were four to six years retarded. The predominating reasons for their retardation were irregular attendance, mental retardation and the shifting of school attendance. Some of these children had attended as many as six previous schools. The class had many who were misfits in the regular classrooms. They called the class the 'Uneda Class' and the name had much appeal for the children.

In the mornings, reading, writing, and arithmetic were taught and the afternoons were devoted to manual training, which included basket weaving, sewing and needlework.

That first year Binet tests were given and plans were made to give psychological tests to all who entered after the first year. The year ended with an enrollment of seventeen. According to the Report of the Board of Education⁽¹⁾ the class which was under the direction of Miss Alma Gooch was organized to give special attention to those children who had entered late or who were unable to do the regular work in the classroom. The enrollment did not exceed more than twenty children at any time of the year and the children of foreign element who attended the school because they lived in the neighborhood remained in the class just long enough to learn something of the language then they were sent back to the regular class.

Many of these retarded children were ten to fifteen years of age and would have been assigned to the first grade room if they had not had the opportunity of belonging to the special class. Many of these children

(1) Third Report of the Louisville Board of Education, from July 1, 1913 to June 30, 1914. Published by Gross-Parson-Hamilton of Louisville, Kentucky, pp. 39-40.

came from the mountains and although they were ten to twelve years of age they had never gone to any school.

The report⁽²⁾ stated that eleven of these children that were in the first class were promoted, some for one-half a year's work and some for a year's work. The administrators were so pleased with the success of the first class that they hoped to soon establish twelve classes. In September, 1914 two classes were established, one at the Duncan Street School (now known as the Roosevelt School) and another at the Twelfth Ward School. The Duncan Street School's class consisted of twenty-five children from nine to fourteen years of age in one grade while the Twelfth Ward School had nineteen children in the second, third, fourth and fifth grades.

The Superintendent of Schools, Dr. E. O. Holland was extremely interested in these children and selected splendid teachers to guide them. Under his leadership, the mentally-retarded made great strides.

By 1918, there were many additional classes. According to the Eighth Report⁽³⁾ the enrollment in all special classes had increased from twenty in 1912-1913 to six hundred and seventy in 1918-1919. Of this number five hundred and fifty were listed as retarded. In 1917 three classes were established at the Hiram Roberts School, one class for the first, second and third grades, another class for the two divisions of the fourth grade, and another class for the fifth and sixth grades. In 1918 classes were formed at the Finzer and Madison Street Schools. The Duncan Street school now was known as the Roosevelt school and had increased to

(2) Ibid. p. 40

(3) Eighth Report of the Board of Education of Louisville, Ky. From July 1, 1918 to June 30, 1919. Published by C. T. Dearing Printing Co. 189 pp.

four classes. One each for the two divisions of the second, third and fourth grades and one for both divisions of the fifth and sixth grades. There was an Atypical Class at the Second and Gray Street School and one class also at the Duncan Street School. A class was established for accelerated children at the Mary D. Hill school. This class was for both divisions of the fourth grade. There were three classes for white boys who were behaviour problems at the Special School at Second and Gray Streets, and one for Negro boys at the Special Colored School at Thirteenth and Liberty. An opportunity class had been established at the Louisville Normal and a special class at the Children's Free Hospital. Louisville was taking definite steps to provide for all its exceptional children.

The Eighth⁽⁴⁾ report lists three classes of children as retarded:

- "1. Those retarded by nature but not feeble-minded.
2. Those who have physical disabilities that hinder their mental development.
3. Those who have had poor school privileges."

The board asked the help of the city for a special physician and nurse to care for these classes, and a mental test by the psychological laboratory. The report gives the result of a survey made of the Atypical Class at the Duncan Street School and found that:

19 were feeble-minded

15 were retarded

2 were normal

By 1928, some changes had taken place, some of the classes had been discontinued and some added. According to the Eighteenth Report⁽⁵⁾ there were the following classes for exceptional children:

(4) Ibid. p. 49

(5) Eighteenth Report of Board of Education of Louisville, Ky. From July 1, 1928 to July 1, 1929. Published by the Board of Education, Louisville, Ky. 44 pp.

- "1 Ungraded Class - Children's Free Hospital
- 1 Class for Crippled Children - Baptist Hospital
- 1 Class at the Kosair Crippled Children's Home
- 2 Classes, A and B at the Prentice School
- 5 Classes, A, B, C, D, E at the Hiram Roberts School
- 5 Classes, A, B, C, D, E at the Roosevelt School
- 2 Classes for problem boys at the Special School
- 1 Class for problem boys at the Colored Special School"

By the year 1938-1939 there were nineteen teachers of Ungraded Classes. According to the Twenty-Eighth⁽⁶⁾ Report, the Ungraded Classes were listed as:

- 3 Classes A, B, C at the Lowell School,
- 4 Classes A, B, C, D, at the Roberts School,
- 3 Classes A, B, C, at the Roosevelt School.
- 1 Class each at Atkinson, California, Dolfinger, Mary D. Hill, J. S. Johnson, Marshall, McFerran, Morris, Prentice, Shawnee and Washington schools.
- 1 Class for Negro children at the S. C. Tayler School.

The Second and Gray School had been closed and a class for problem boys was located at Parkland Junior High School. At the time of the Work's⁽⁶⁾ Survey in 1942 there were approximately four hundred and fifty children in the schools system's ungraded classes and fourteen teachers.

According to the school directory⁽⁷⁾ there were twelve ungraded classes for white children, one for colored and one class for special

(6) Works, Dr. George A., Louisville Public School Survey. Published by the City of Louisville, Ky. 1943. p. 288.

(7) Directory of the Louisville Public Schools for 1945-1946, Published by Louisville Board of Education. 267 pp.

boys in the Louisville schools in the year 1945-1946. From attendance figures received from the Attendance Department there were two ^{hundred} and twenty white children and twenty-eight colored children in ungraded classes in June, 1946.

EXIGENCY FOR CLARIFICATION OF FUNCTIONS AND PURPOSES OF UNGRADED CLASSES

The ungraded classes are divided into two divisions consisting of two classes for special problem boys and thirteen classes for mentally-retarded and coach children.

The classes for special boys are arranged one for white boys and one for Negro boys. These classes consist of boys from the intermediate grades. The class for white boys are those of the sixth, seventh and eighth grades.

These special boys are behaviour maladjustments usually more advanced than the mentally-retarded.

The ungraded classes for the mentally-retarded consist of one coach class in which the pupils receive help in remedial work for part of the day and spend the remaining part in a normal classroom; and twelve classes in which the children remain for a term, year or longer. One of these twelve classes is used for Negro mentally-retarded children.

Although they are listed as ungraded classes for mentally-retarded, their personnel is composed of mentally-retarded, mentally-backward, reading disability cases of normal mentality and many discipline problems and misfits from normal classrooms.

According to a study made by Dr. George A. Works⁽⁸⁾ in 1942 of the

(8) Louisville Public School Survey - A Report on the Public Schools of Louisville, Ky. p. 289. Survey Made by Dr. George A. Works. Published by City of Louisville, Ky. 1943.

Louisville public schools, "...there appears to be a need for organization in the special classes for mentally-retarded and their purposes of the class need to be known and its functions understood."

As a teacher of a class for mentally-retarded or ungraded class, the writer feels that there is a very definite need for clarification of what the class personnel should consist in order that a clear conception of an adequate curriculum and guidance plan for the class can be had.

METHOD OF PROCEDURE

On the basis of this observation, and with a conceived plan for a national study of the trends and issues in the administration of mentally-retarded children in the elementary schools, the writer planned a series of interviews with principals and teachers on the trends and issues in Louisville.

The writer was aware that the subject of how to care for mentally-retarded children both in the elementary and junior high school field was paramount in the minds of the administrative personnel of the Louisville public school system. The principals had discussed the subject in their meetings and committees were to be formed to study the problem. It had also been discussed in some faculty meetings.

Cognizant of these proceedings, the writer felt that an understanding of the principal trends in Louisville and the issues involved in the administration of mentally-retarded or ungraded classes should be lucid. Therefore, the following topics were selected as the basis for the interviews:

1. Present type of classification of exceptional children.
2. Predominant issues involved in the care and administration of ungraded classes.
3. Most general trends in Louisville.

4. Basis for placement.
5. Knowledge before placement.
6. Administration plan for housing.
7. Curriculum
8. Guidance
9. Follow-up procedure.

The seven principals and eight teachers who were interviewed were those who were teaching, had taught or were administering ungraded classes.

In order that the one who was interviewed might give some consideration to the points to be discussed, an appointment was made several days in advance and certain factors were mentioned as possible topics to be considered. With an outline of several questions on each of the nine topics of interest on which to build the interview, notes were taken at each meeting. A list was made of all the expressed thoughts and views on each point of consideration and a consensus was formed of the prevalent trends and issues as each person saw and expressed them.

THE ACCEPTED FACT OBTAINED FROM THE INTERVIEWS

As the interviews progressed, one fact stood out. We distinctly had in Louisville four definite types of children in our ungraded classes. Often all four appeared in one class. Without reservation it may be stated that these four groups exist:

1. The mentally-retarded, 50-75 I. Q.
2. The mentally-backward or slow learner, I. Q. 75-89.
3. The coach child - one with normal intelligence who needs remedial help in one or more subjects for a short period of time.
4. The socially and emotionally unstable or maladjusted.

They are in the schools, and as the schools must fit the child, there must be plans made for his care.

DIVERSIFICATION IN TRENDS AND ISSUES

The trends in Louisville and the issues that confront the administrators are varied. Perhaps the importance that has been given the study by principals in their meetings stresses the fact that the trends need to be altered somewhat.

DOMINANT ISSUES PRODUCED

These are some of the vital issues for the care of the mentally-handicapped that were garnered through the interviews:

1. What type of child should constitute the membership of our ungraded classes?
2. If two groups are combined, which two groups would produce the best results (ex. the mentally-retarded and the mentally-backward and the educationally-backward)?
3. What is the best method of housing these classes, separate class in different schools or a special school center?
4. What can be done to attract more experienced teachers to the field of special education for mentally handicapped?
5. What should be the basis of transfer of a pupil from an ungraded class in the elementary school to the junior high school?
6. What is the best plan of curriculum that can be offered these children in the Louisville schools?
7. How can we guide them so that they can take care of themselves in life?
8. How, in what way can a supervisor of special education best help the teacher of mentally-retarded children?

These are all issues offered by those who were interviewed. Most of them were thought of as questions for which suggestions were made as possible answers. The writer is not attempting to answer these problems or issues, but is merely stating the issues and commenting upon them from

facts gained about them in the interviews.

The principals and teachers were in accord with the thought that the purposes and functions of the ungraded class should be better understood, and a clarification of its members should be made before an adjustment could be realized.

There was an agreement by all that the mentally-retarded child should not be placed in the same class with the emotionally unstable and the coach child. The emotionally unstable child or behavior problem is not assumed to be mentally-retarded.

Baker(9) states: "Subsequent studies of behavior problems show the peak of distribution to be about I. Q. 85 or in the slow-learning group. The distribution tapers off both ways from this peak down to the feeble-minded and up through the average group with a small number among the superior and gifted."

This child often takes too much of the teacher's time that should be spent in the interest of the mentally-retarded. The curriculum is not planned for him and, therefore, he is lost in the class. This brought out the fact that we need more ungraded classes to take care of the various types of exceptional children who need our help.

As to the method of housing these children the principals varied in their opinions. There were those who felt that in the elementary school the child should be kept in his own school or neighborhood, that each school that needed an ungraded class for the mentally handicapped should take care of their own pupil rather than send the child to another location.

(9) Baker, Harry J., Introduction to Exceptional Children. The Macmillan Company, New York - 1945. page 355.

Because of the stigma that might be attached to a child who left his own school, it was thought that if he remained in the school it might go fairly unnoticed by other pupils, parents and neighbors. It was also agreed that mentally-handicapped children are slow to adjust, and they could do much better if they remained in their own neighborhood, and a belief was expressed that a strange school with new teachers and new friends might develop a personality maladjustment demanding more individual attention.

Several endorsed the thought that four or five rooms in a specified school known as a special school center might prove to be more beneficial. It would offer an opportunity to have more curriculum instructional materials, equipment and facilities; the child could come in contact with more than one teacher; and a greater degree of homogeneity in the grouping could be had. Because of the greater number of teachers and facilities, there would be broader curriculum experiences.

The decision as to whether the slow-learner should remain in the regular class or whether he should be placed in an ungraded class was an issue presented but not solved. The two prevailing thoughts were, if he is left in the regular class what plans can be made to care for his individual differences; if he is placed in a special class, what type of program should be offered?

In the issue of basis for removal, three questions were considered:

1. Should a child be advanced to junior high school because of age?
2. Should grade achievement be the factor?
3. Should the junior high provide a program that carries on where the elementary school leaves off?

The Works⁽¹⁰⁾ Survey states that the entrance plan to the junior high

(10) op. cit. - p. 289.

should be more flexible as many children have a very limited vocabulary and would be unable to make a satisfactory achievement grade.

Although these three questions were advanced, most of those who were interviewed agreed with the Survey that something should be done for the child who could not pass a satisfactory achievement grade. It was a vital issue but no recommendations were made.

Supervision proved to be an interesting point in the issues. It was an accepted fact that each principal believed that the average school principal was not qualified to supervise special classes for mentally-retarded. They expressed the belief that there was a definite need for a specially-trained supervisor or director of ungraded classes who should not have any other duties. It should be the duty of that supervisor to obtain the needed supplies, books and materials; also the supervisor should aid in the selection of teachers for ungraded classes, and should work with the teachers on a special curriculum. Paramount was the fact that the supervisor's first duty was to help and guide the teacher in her work.

In relation to the curriculum, the principals and teachers expressed a need for a special curriculum. They definitely stressed the fact that it was a vital issue but were unable to offer a definite plan.

Many suggestions were offered as an aid in forming a curriculum.

Among them, these were offered.

1. It should be general; it should develop attitudes, habits and some skills.
2. It should be as varied and as interesting a program as possible.
3. It should not be all drill subjects.
4. It should contain art and handwork.

5. It should teach the fundamental issues of life, should teach the child to make his lifemore interesting and beautiful.
6. It should contain a basic study of the use of the City's resources, the General Hospital, social agencies, and the study of the purpose of the resources of the City such as the Water Company, the City Market, the transportation system, and others.
7. It should instill within each child the spirit of achieving.

There isn't any doubt but that a curriculum that attempted to bring about the philosophy expressed would do much to help in the adjustment of the mentally-retarded child.

The need for guidance and a good follow-up procedure was stressed as an issue that should be met. As the classroom teacher is the chief agency for guiding the mentally-handicapped child, her success is largely conditioned by her training, by the help she receives from her supervisor, principal, visiting teacher, nurse and other agencies and by the degree of flexibility and freedom permitted in the classroom.

It was admitted that a procedure for a follow-up of all mentally-retarded pupils was needed but how to obtain it was not offered.

PREVALENT TRENDS IN LOUISVILLE

In direct contrast to the issues that are being considered are the trends that are prevalent.

There is a tendency in Louisville to place in the ungraded classes the mentally-retarded, the mentally-backward and the emotionally unstable. As the Work's Survey⁽¹¹⁾ reports:

"Although essentially for mentally-handicapped children, there is evidence that the classes are used as stop-gaps for some of the misfits and discipline problems in the regular classrooms, until such a time as they can be excused from attendance at school."

(11) Ibid. p. 278.

As it was stated at the beginning of this chapter, there are thirteen ungraded classes in the elementary schools. These classes for the mentally-retarded consist of:

1. Four single classrooms in separate elementary schools.
2. Three classes each in two schools.
3. Two classes each in one school for white children and one single class in an elementary school for Negro children.

All of these classes are in schools in the more impoverished sections of Louisville. They are located in buildings which are comparatively quite old. Although they are not placed in a discarded section of the building, they leave much to be desired in environmental outlook, facilities and equipment. When a child is placed in an ungraded class, certain requirements have been met.

1. The child has been referred to the Bureau of Research by the principal for the purpose of testing the child to be placed in the ungraded class.
2. The principal is aware of this need by:
 - a. Lists of over-age children in the school.
 - b. Recommendations from the present teacher or previous teachers in relation to his achievement.
3. A family study has been made by the visiting teacher of the child's attitude at home, his habits, play, his family and their home conditions.
4. The child is tested by the psychologist at the Bureau of Research or at the school. The pupil is given an Intelligence test and an achievement test.
5. His habits and attitudes are noted by the psychologist.
6. The psychologist makes the recommendation for placement and often recommends a telebinocular or similar test.
7. The child is then referred to the Supervisor of special education who allocates him.

This is the general trend in Louisville although sometimes a child is

placed in the ungraded class without testing because the regular class teacher and the principal feel that the child might profit from the help he would receive in the special class or it might be that the child has just entered the school from the country and does not fit into a normal class situation.

Before a child enters an ungraded class, there are certain facts that are known about him. The principal and teacher know providing the child has been tested and has passed through the usual procedure, his mental age, his chronological age, result of achievement test, knowledge gained from family study, some of the child's difficulties and possible physical recommendations.

To these facts which are now prevalent in Louisville, the following suggestions were considered to be important by those who were interviewed:

1. A complete physical examination.
2. A report of child's emotional status (habits, interests, aptitudes and unmet needs.)
3. A teacher's statement regarding the child's habits for over a period of one semester.

In regards to the teacher-personnel, curriculum, guidance and follow-up procedure much is left to be desired.

The trend in Louisville is that no definite required special training is needed by teachers of mentally-retarded children. Their requirements are the same as those of normal classroom teachers. There is no inservice training given or required.

No planned curriculum is used in all ungraded classes. Teachers follow their own initiative in types of units to be developed.

Until this year, there was no effort made for planned supervision.

There is now a supervisor of special education who has been of great assistance to the teachers in sending them desirable books and materials. The supervisor is also planning to assist in guiding and developing a special curriculum for mentally-retarded classes.

Outside of the guidance offered in the course of events in the classroom procedure there is no pre-vocational guidance offered. The child who achieves a fourth grade reading ability and is fourteen years of age is permitted to attend Junior High school without plans being made to help him adjust himself. When a child leaves the class, unless he returns to visit the school, or friends or relatives tell what he is doing no other information is acquired of him.

These trends are not all satisfactory and it is to be hoped that some issues become realities.

THE BEGINNING OF A NEW ERA

In 1942, it was reported that there was no one in Louisville definitely interested in the mentally-retarded child. During the past year, a supervisor of special education has been appointed. The teachers of ungraded class for the first time in many years have received any supplies, books or otherwise that have been of exceptional value to them.

This appears to be a beginning of great plans to come. With plans for classifying the mentally-handicapped and developing a special curriculum for them this coming year, many trends will change and many issues confronted will become realities and trends.

It is the writer's hope that the facts gained in the report in Chapter IV will do much to assist in the development of the program for the mentally-retarded in the elementary schools of Louisville.

CHAPTER IV

FINDINGS FROM THE NATIONAL QUESTIONNAIRE

METHOD OF PROCEDURE

Beginning with a consensus of information received from the survey of the trends and issues in the administration of mentally-handicapped in the elementary schools of Louisville, a questionnaire was formed around a series of focal points. The following factors were considered vitally important in the National survey.

1. Membership, Types of pupils enrolled in ungraded or special classes.
2. Membership, Methods used in selecting pupils for placement in ungraded or special classes.
3. Membership, Required information on what is known of the child before he is admitted to the class.
4. Housing, The arrangement of the ungraded or special classes in the school system.
5. Qualification of Teachers Their training and requirements.
6. Supervision, Details of supervision of ungraded or special classes, including the duties of the supervisor.
7. Curriculum, The acknowledgement of a definite plan of curriculum, the acquirement of learning skills, the question of provision for the young-dull child of the kindergarten, instructional methods and guidance.
8. Miscellaneous factors, Home visits, basis for transfer from ungraded or special class to regular class, maximum number of pupils and follow-up plans.

It is not the purpose of this particular study to determine the ideal situation but to find the trends elsewhere in the United States in order to be able to determine how Louisville compares and to suggest some recommendations that might be of assistance to those who administer

ungraded or special classes.

The questionnaire was sent to forty cities that according to the 1940 United States census report are comparable to Louisville. These cities selected ranged from those with a population of from two-hundred thousand to seven-hundred thousand. It is admitted beyond question that certain cities with a population of over a million inhabitants have very desirable plans for the care of mentally-handicapped children, but just as it would be unfair to compare Louisville's and New York's transportation facilities, so likewise would it be prejudiced to compare the administration of mentally-retarded children in Louisville with that of New York or some similar city.

The questionnaire was sent to the director of research or if he was not available, to the superintendent of the school system of the cities selected except in a possible overlapping of two neighboring cities of the same population area. The survey covers the territory from Seattle, Washington to Miami, Florida. Thus, the writer feels that an attempt has been made to get a clear consensus of the national picture of the trends and issues in the administration of mentally-retarded children in cities comparable to Louisville, Kentucky. In evaluating the results of this survey, it is important to keep in mind that there could not be expected to be a full reply to the questionnaire. As it was sent out in the summer or vacation period, many administrators were away from their offices, some, perhaps, were changing positions and were not fully qualified to answer all the questions of their new places. Again some may have felt that they were too far removed from Louisville to be compared with it. Needless to say, all educators are constantly being asked to fill out questionnaires, many receive three or four a day. It is asking quite a lot of them

to use their time to fill out these blanks for people not even in their own school system or state. Therefore, the writer is exceedingly grateful that eighteen out of the forty administrators were courteous and thoughtful enough to take the time to answer this questionnaire.

Most of the cities that answered came from within a radius of fifteen hundred miles of Louisville. From such cities as Milwaukee, Minneapolis and Grand Rapids in the North, Miami, Birmingham, Nashville and San Antonio of the South, Atlanta and Wilmington, Delaware in the East, Kansas City, Missouri; Des Moines and Denver in the West and Akron, Columbus, Cincinnati, Toledo and Indianapolis of the central area, these returned questionnaires have come to help form a composite view of the national reflection.

CLASSIFICATION OF FINDINGS

Membership. In order that there would not be any uncertainty in the mind of the questionnaire's recipient as to the writer's meaning of mentally-handicapped and the factors pertaining to their membership in special or ungraded classes, Christine Ingram's⁽¹⁾ three point definition of the mentally-handicapped, which is accepted by educators as the closest thing to a nation definition, was offered.

1. Feeble-minded, I. Q. below 50
2. Mentally-retarded, I. Q. from 50 to 75
3. Mentally-Backward or
Slow learner, I. Q. from 75 to 89.

With these definitions in mind the recipient would be better equipped to answer the questionnaire.

Before the trends and issues in housing, teacher requirements,

(1) Ingram, Christine, The Education of the Slow-Learning Child. World Book Co., Yonkers-on-the Hudson, New York. 1935. pp. 5-7.

supervision or curriculum could be ascertained, it was more essential to clarify the membership found in these special or ungraded classes. Therefore, the membership was divided into single, combined or composite groups including the mentally-retarded, mentally-backward, feeble-minded, emotionally-unstable, educationally-backward and any other plan that might be used in the various school systems.

Table I gives the result of the types of pupils admitted to ungraded or special classes in the elementary schools in cities comparable to Louisville.

The results show that the trend in the eighteen cities that replied is towards classes of mentally-retarded only or the combination of mentally-retarded and mentally-backward.

Most administrators hesitated to draw the line too closely. One of the plans disclosed that although the classes were for mentally-retarded only, there often was some modification allowing the admission of backward pupils with I. Q's of 75 to 79 if educational and social maladjustment factors seemed to make it desirable.

Another notation inferred that although the classes were listed to include the mentally-retarded and the mentally-backward, it was not a rigid matter. In some cities, a few feeble-minded children were included in the combination of mentally-retarded and mentally-backward children. One school system whose four classes were listed as for mentally-retarded only stated that ten feeble-minded, twenty educationally backward and fifteen emotionally unstable children were included in this group.

Besides its classes for mentally-retarded and mentally-backward only, Milwaukee is exceeding fortunate in having four junior trade schools for unadjusted children over the age of thirteen and one-half years. Two

TABLE I

TYPES OF PUPILS ADMITTED TO SPECIAL OR UNGRADED
CLASSES IN THE ELEMENTARY SCHOOLS

Type or types of children	Number of Schools	Percent
1. Only the Mentally-retarded with I. Q. of 50 to 75.	5	28%
2. The mentally-retarded and the mentally- backward.	6	33%
3. The mentally-retarded, the mentally- backward and educationally backward.	2	11%
4. The mentally-retarded, educationally- backward, emotionally-unstable.	1	5.5%
5. Feeble-minded and the mentally- backward.	1	5.5%
6. The mentally-retarded, the mentally- backward and the emotionally-unstable.	1	5.5%
7. All groups combined.	2	11%

of these schools are for the boys and two for the girls. The schools there also occasionally provide home teaching for a very emotionally unstable child. It would seem from the results obtained that many systems have too many types of mentally-handicapped children and too few trained teachers and classes to supply the individualized instruction that would like to give these children.

METHODS OF SELECTION

After the knowledge of the types of pupils admitted in the ungraded or special classes was obtained, the manner in which the children were selected for placement was considered to be of great value. The methods suggested by various educators and certain state legislations were used as the criteria for judgment.

These factors which were described in detail in Chapter II included intelligence tests, age-grade lists, psychologist's recommendations, principals, teacher's recommendation and other available methods.

Table II shows the manner in which the membership of ungraded or special classes were obtained in these cities.

It is an interesting thing to note that every school system without exception gives and obtains the result of an intelligence test, Binet or similar before placing the child in an ungraded or special class. That 77.7% of the schools furnish a psychologists recommendation is outstanding. The recommendations of teachers, principals and visiting teachers are all quite evidently a factor in the national trend. The fact that 28% of the schools permit behavior problems to enter into the selections presents the view that this is definitely an issue--should behavior problems, the emotionally unstable be permitted in the membership of ungraded or special classes? If not, how should they be taken care of? One system (Minneapolis) admits that if the child would benefit from the class instruction, he would be recommended for placement. Two systems (Milwaukee and Kansas City, Missouri) required the recommendation of either a psychologist or psychiatrist before the emotionally unstable is permitted to enter the mentally-handicapped special class. Again are we taking care of the right child in the right place?

TABLE II

METHOD OF SELECTIONS OF CHILDREN FOR PLACEMENT
IN SPECIAL OR UNGRADED CLASSES IN ELEMENTARY SCHOOLS

Method of Selection	Number of Schools	Percent
1. Intelligence Test (Binet or similar)	18	100%
2. Age Grade list	3	17%
3. Years retarded - 1 year	1	5.5%
2 years	2	11%
3 years	1	5.5%
4. Psychologist's Recommendation	14	77.7%
5. Behavior problems that upset normal classroom	5	28%
6. Recommendation of last normal class teacher.	7	39%
7. Recommendation of all previous teachers	6	33%
8. Recommendation of principal, visiting teacher or parent	3	17%
9. Request of parent or church school Transients and Transfers from all other systems.	1	5.5%

A new note was entered in the selectional method when it was stated that transients and transfers from other school systems were candidates for placement in special classes.

The fact that church schools show an interest to request that a child be selected and placed is certainly a beginning of community interest

and awareness of individual needs.

The method endorsed by Toledo, Ohio special education departments is that teachers and principal request a psychological test when the child does not appear to be making normal progress. Other children are found through a screening test given in the schools. The California Test of Mental Maturity has been used often. Those appearing to be low or maladjusted are then given the Binet intelligence test. Placement is made after a consultation with teacher, principal and psychologist. All placement is made by the supervisor of special education.

Required Knowledge. For each child that is selected and recommended for placement in ungraded or special classes certain information should be known not only by the administrators, psychologists, but also by the classroom teacher so that she may be aware of all the child's history, needs and potentialities. Among this information that should be factual knowledge are the results of mental tests, achievement tests, physical examination, interest and aptitude tests and a school, home and family history. Table III presents the consensus of the information secured on what is known of the child before admittance to the special class.

On the basis of information contained in Table III it would be reasonable to say that the trends in required information to be known of the mentally-handicapped child before placement in a special or ungraded class is unquestionably to know his mental ability, achievement from a standard test, the result of his physical examination, his school history and record, the records of his family history and heredity, of his environmental conditions, his emotional status and results of interest and aptitude test. The psychologist, principal, teachers and visiting teacher all

TABLE III

INFORMATION REQUIRED TO BE KNOWN OF A CHILD BEFORE
HE IS ADMITTED TO UNGRADED OR SPECIAL CLASS

Information	Number of Schools	Percent
1. Mental ability	18	100
2. Achievement from standard test	18	100
3. Results of physical examination	18	100
4. School history including teacher's recommendation	15	83
5. Heredity and family history	14	77.7
6. Environmental conditions	14	77.7
7. Emotional status	14	77.7
8. Interest and aptitude test	11	61
9. Court Record	1	5.5
10. Anecdotal records	1	5.5
11. Personality characteristics	1	5.5
12. Clearance from social service exchange	1	5.5

contribute in the acquirement of information in regards to factors five through eight. In Table III again can be noticed the use of outside services in acquiring information, this time the court and the social service exchange are used.

Housing. After the child has been selected, tested and recommended for placement, the administrative factor of housing becomes of paramount importance. Not to be cast off in a dingy discarded section of the building but to be housed in pleasing environmental conditions that is the only way we can help the ungraded or defective child.

Bender(2) states: "Our best educational methods and facilities of all sorts, as well as an all-out human response, are for the exceptional rather than for the average child.

The ungraded or retarded child for example must have an extra budget for specially trained teachers, small classes in good environmental conditions, special materials, project system of education and so forth."

Table IV shows the housing arrangement prevalent in these cities.

One factor brought out by the survey was that no school system had special classes in every elementary school. It may be pointed out that half of the school have one class in certain schools and two or more classes in others, this arrangement of course depends upon the need. Only one city, Miami, claimed a special school center only. The three cities that stated that some children remained in the regular classroom admitted that it was usually because of limited facilities or the lack of trained teachers. Wilmington, Delaware has also a remedial reading class in which the child spends one period in the morning in reading and one period in the afternoon in special shopwork. As stated previously in this chapter, Milwaukee has also four junior trade schools, two for boys and two for girls over thirteen and a half years of age. Many systems have plans also for junior high schools but they are not included in this study.

(2) Bender, Laurretta - "Neuropsychiatric Contributions to the Mental Hygiene Problems of the Exseptional Child," Mental Hygiene. Vol. 26, Oct. 1942. p. 619.

TABLE IV

HOUSING ARRANGEMENT IN THE ELEMENTARY SCHOOLS
FOR SPECIAL OR UNGRADED CLASSES

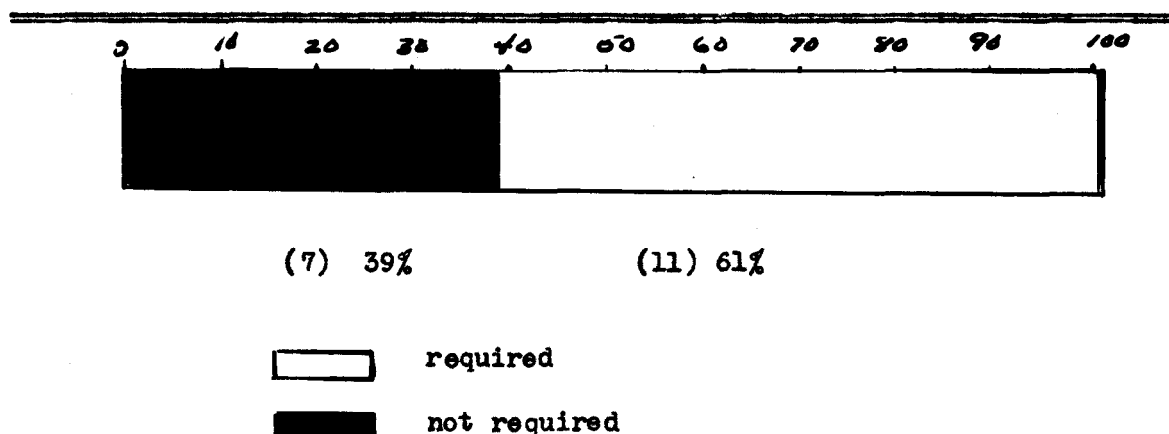
Arrangement	Number of Schools	Percent
1. One class only in certain elementary schools.	4	23
2. Several classes only in certain elementary schools.	1	5.5
3. One class in some schools, two or more in others.	9	50
4. One or more classes in some schools and a special school center.	3	17
5. Special school center only.	1	5.5
6. Children left in regular classroom.	3	17

Qualifications of Teachers. Every child, especially the mentally-handicapped requires a teacher who is interested in developing him into a self-sufficient individual. A specially trained teacher who understands the psychology of the subnormal child would prove an asset to every department of special education. In Chart I will be found there is a definite need for more attention to be given special class teachers by colleges, state universities, state and local departments of education if we are to have fully trained teachers.

According to this Chart just a fraction over three-fifths of the special or ungraded classes in these cities have specially trained teachers. We do not put kindergarten teachers in junior high school,

CHART I

EXPRESSED IN PERCENTAGES
 SCHOOL SYSTEMS THAT REQUIRE SPECIALLY-TRAINED
 TEACHERS FOR UNGRADED OR SPECIAL CLASSES



therefore, somewhere along the way someone has failed to provide for teachers who are interested in helping these mentally-retarded children. Most universities and teacher training schools did not and many still do not offer classes for the training of teachers of mentally-handicapped children. Therefore, it is a regrettable circumstance and administrative officials in the various cities should not be criticized too harshly. Milwaukee makes a demarcation between its teachers of mentally-retarded children and the teachers of the mentally-backward. Those who teach the mentally-retarded must be specially trained and are required by the state to have a certain number of hours of specialization. They must also have experience with primary classes. This applies only to the teacher of the mentally-retarded child. Seven school systems have in-service training for teachers. In this group, Milwaukee in connection with the State Teachers College in that city. The college offers as a part of its college course, a class in psychometrics.

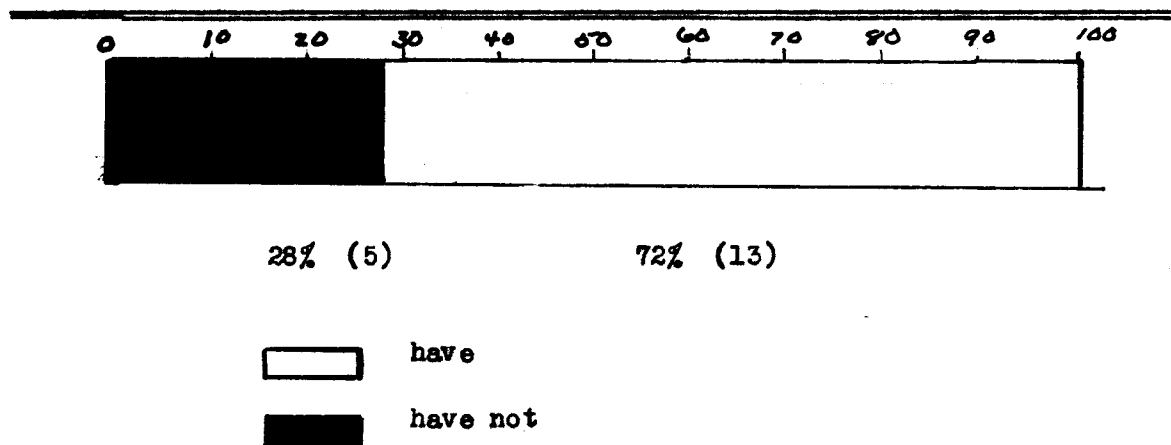
Other requirements which administrators desire for their special class teachers include, emotional stability, interest for the work, primary training, fitness as to personality, the requirements of a regular classroom teacher, and interest in the backward child.

Most states do not require a certain number of hours of specialization at present, but it will soon be effective in many places. It was stated by several administrators that because of the shortage of teachers and the scarcity of courses in this field being offered by colleges and universities, they could not be too rigid in their requirements at the present time. Many states are working towards the goal where a certain number of hours of specialization will be required. Delaware now requires twenty-four quarter hours and Minnesota twenty quarter hours.

Supervision. In harmony with effective teaching by trained teachers goes cooperative, helpful, productive supervision by trained supervisors. Chart II shows that there are more cities that have a specially-trained supervisor.

CHART II

EXPRESSED IN PERCENTAGES
SCHOOL SYSTEMS THAT HAVE A SPECIALLY-TRAINED
SUPERVISOR FOR UNGRADED OR SPECIAL CLASSES



Although there are seventy-two percent of the supervisors specially-trained for work in special education, many of them have other duties than the supervision of mentally-retarded classes. In Table V will be found a summary of these duties.

TABLE V

DUTIES OF SUPERVISOR OF UNGRADED OR SPECIAL CLASSES

Duties	Number of Cities	Percent
1. Supervises mentally handicapped children only.	4	23
2. Supervises all classes for handicapped, physical and mental.	6	33
3. Director of Curriculum and Guidance Center.	1	5.5
4. Supervisor of Kindergarten Intelligence test and all handicapped classes.	1	5.5
5. Aid in Construction of Curriculum	12	67
6. Principal of school and director of all pupil personnel	1	5.5
7. Complete charge of all instructional materials and supplies	5	28
8. Partial charge of instructional materials and supplies	8	44
9. Aids in the nomination and selection of teachers.	11	61

It can be noted that there are more supervisors whose duties include that of supervising all types of handicapped children rather than mentally-

handicapped alone. Beside the actual supervision of these classes, the two most prevalent duties are: aiding in the construction of the curriculum and in the nomination and selection of teachers. This is followed in importance by the partial charge of selecting instructional material and supplies. In this work she is helped by various persons. In Wilmington, the assistant superintendent in charge of elementary education, the executive secretary of the child study group and the principals of the various school aid her. In Minneapolis, Columbus and Birmingham, the assistant superintendent and the teachers aid in selecting the supplies. It is surprising to find that five schools have supervisors that have complete charge of the selection of instructional materials and equipment. The teacher and her class are the users and as Patey⁽³⁾ states: "The focal point of the school work is the classroom, with the teacher serving as the practitioner."

In medicine the practitioner consult the specialist for help, they work together. This is true not only in medicine, but in education and other things, and it stands to reason that a good teacher is able to assist the supervisor in her selection.

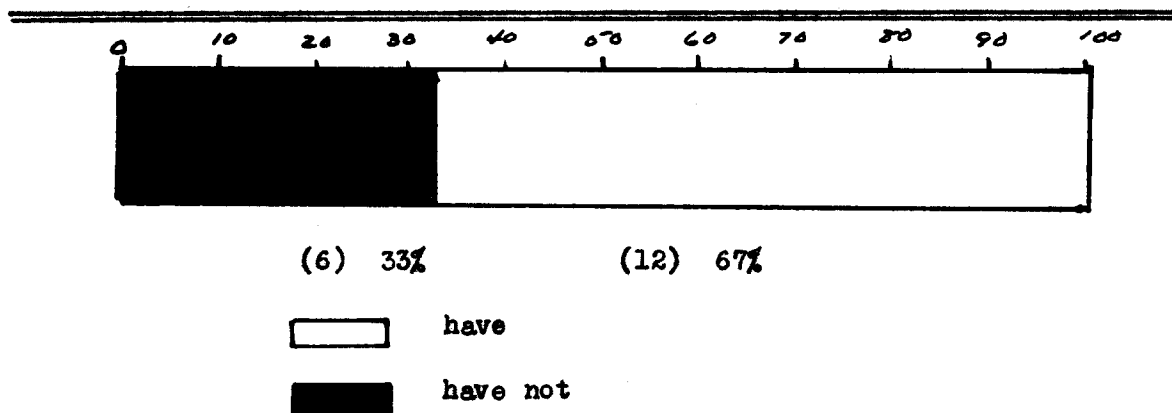
Curriculum. The mentally handicapped child who has been selected, tested and placed in a classroom is still the same child who was taken from the normal classroom unless there is a definite plan developed to help him in the new class situation. He needs social adjustment as well as mental. He needs to acquire that feeling of "belongingness" that sense of being one of the group before any attempt of mental adjustment may be made.

(3) Patey, Henry C., "The Teacher as a General Practitioner in Mental Hygiene." Mental Hygiene, p. 611. Oct., 1940.

In these classes, the old academic type of program must change to a curriculum which relates the subject matter to real life problems of boys and girls. With these thoughts in mind and the knowledge that the director of special education is planning to construct a new curriculum for the mentally-handicapped children of Louisville, the writer desired to learn how many cities had a special plan of curriculum.

CHART III

EXPRESSED IN PERCENTAGES
CITIES THAT HAVE A DEFINITE PLAN OF CURRICULUM



That two-thirds of the cities had a definite plan of curriculum was encouraging and several stated that they were working on one at the present time.

Three of the school systems that have a definite plan state that the curriculum is somewhat modified from the regular course of study.

Although the writer did not ask for the plan of curriculum as administration was the main topic, nevertheless, there was a desire to include some factors in information desired of the curriculum. These are listed in Table VI.

A curriculum in which little emphasis is placed on the integration of academic experiences with life situations is of little use to the mentally-retarded. Few curriculums offer adequate experiences in social adjustment.

According to Martens(4) the only way to build a curriculum is to build it on experiences of the child.

"Build it on the child's experiences, the growing ability to work and play with companions; actually to prepare food and clothing for use; to spend money for necessities, and to master the skills that are needed for carrying out in reality the needs of his daily life.

...The "unit experience" is introduced in order to facilitate the organization of experience at levels at which they are most efficacious in the child's living. The unit of experience may be defined as an actual experience in living related to the child's immediate interests and environment, which in turn related to his total experiences make for richer and more vital living."

These experiences are to the mentally-retarded child very real. They help him to live and work with others and to satisfy his mental, physical and social needs. The needs of these children must be acknowledged and the curriculum planned accordingly. Therefore, the information acquired in Table VI was considered essential.

It can be confirmed that shopwork and handwork are definitely a part of the curriculum when ninety-four percent of the schools use them. Activity units form the basis of the academic experiences and learning is acquired through planned work with these activities or by drill work at

(4) Martens, Elise H. "A Guide to Curriculum Development for Mentally-retarded Children. U. S. Office of Education, Washington, D. C. 1936 - No. 11, p. 30.

TABLE VI

INFORMATION DESIRED REGARDING THE CURRICULUM OF
SPECIAL OR UNGRADED CLASSES FOR MENTALLY-RETARDED

Factors Considered	Number of Schools	Percent
1. Learning acquired through a program of varied topical activity units.	14	77.7
2. Curriculum includes making child aware of the facilities of the city, which are his to use now and as an adult. (ex. T. Beline, social agencies.)	12	67
3. Curriculum includes shop work	17	94
4. Curriculum includes handwork	17	94
5. Curriculum includes a guidance plan to help child select later employment.	9	50
6. Learning skills are acquired.		
1. Incidentally through activity program	7	39
2. By drill work at specific times.	13	72
3. By planned work with activities	13	72
7. Curriculum includes a plan for the young-dull child who cannot adjust in Kindergarten.	1	5.5

special times. The fact that sixty-seven percent of the schools are making the child aware of the city's facilities that are there for him and his family to use is very commendable. Every child should have the advantage of tubercular tests and the knowledge that his family may

receive them also is a factor of physical health that certainly should not be overlooked.

It has been stated that the earlier we detect the mentally-handicapped child, the sooner we can help him.

Many children are unable to succeed in kindergarten because they are slow and "lumbering" and do not adjust well socially. It is unfortunate that only one school system, Akron, Ohio, has any provision made for these children.

Most administrators were not specific in the amount of time devoted either daily to handwork or weekly to shop work. Some had alternating days for shop and handwork. The age of the children involved entered into the time schedule. Handwork varied from an hour a day to three hours a day and shop work varied from one hour to ten hours a week.

Milwaukee divides its shop work into one to two periods a week for the mentally-backward and two to five periods a week for the mentally-retarded, while a half a day is devoted everyday to handwork for the mentally-retarded and thirty to forty-five minutes a day for the mentally-backward.

Half of the schools admit that they do not have a guidance plan. These children need guidance to find and to choose occupations in which they have a reasonable chance of holding a job and earning a living. They need help in planning their leisure time. Guidance is a part of the education of all exceptional children. We must have a program of guidance to serve the mentally-handicapped through school and into adult life.

In the use of instructional materials and methods in the special

classes Table VII shows the types used and percent of their usage.

TABLE VII
INSTRUCTIONAL METHODS USED IN SPECIAL OR
UNGRADED CLASSES IN ELEMENTARY SCHOOLS

Methods Used	Number of Schools	Percent
1. Excursions	14	77.7
2. Motion Pictures and Visual Aids	18	100
3. Construction of friezes	12	67
4. Construction of models	11	61
5. Construction of displays	12	67
6. Construction of charts	15	83
7. Visit to small shops and industries	12	67
8. Representatives of various vocations invited to class.	8	44

Motion pictures and visual aids were more universally used than any other means. In some places they are used two or three times a week. Most schools emphasize the use of excursions and visits to small shops and industries although they stated that because of the war they were limited as a result of transportation difficulties. The construction of charts, models, displays, friezes, were quite prevalent.

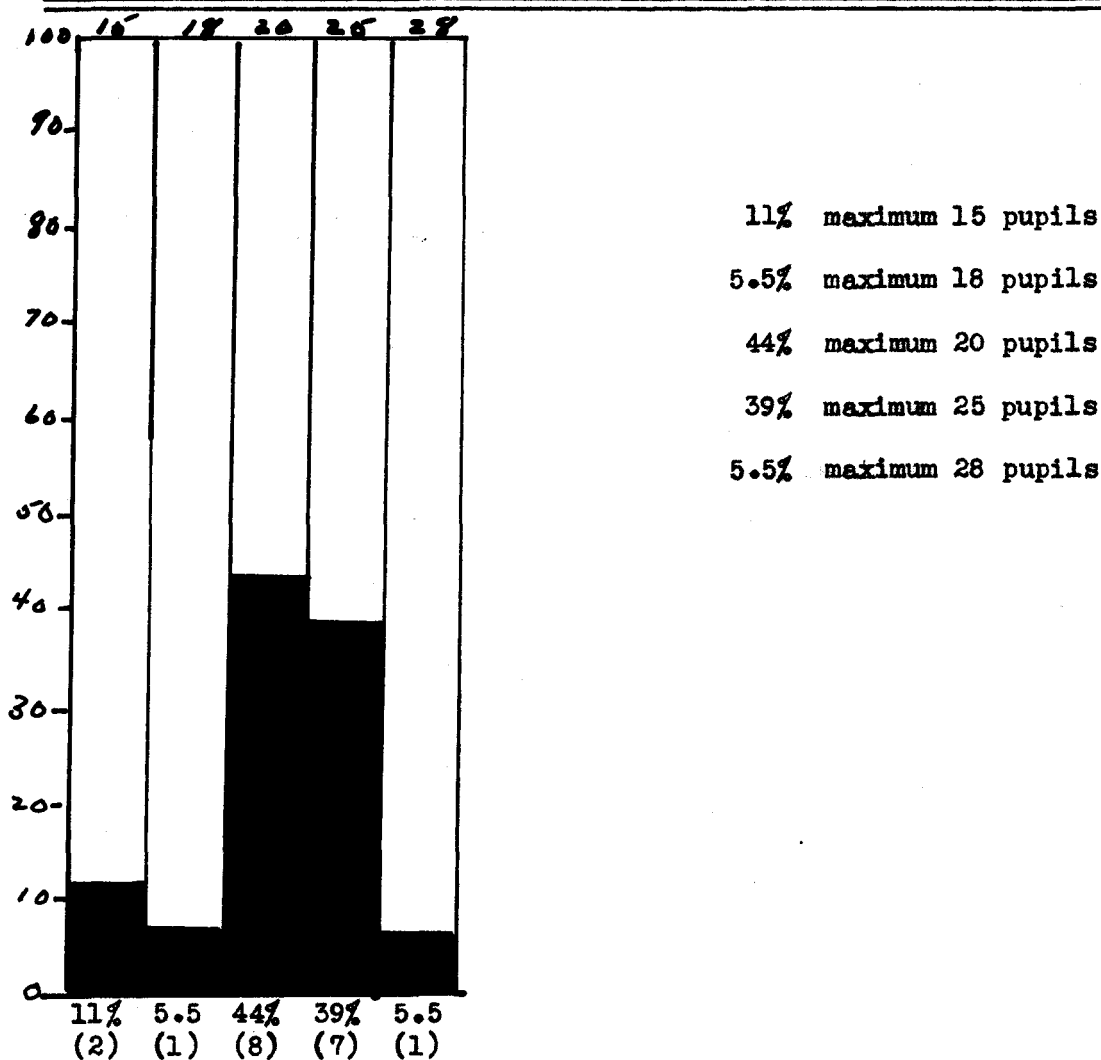
Miscellaneous Factors. In regards to home contacts, the visiting teacher and the social agency worker were the visitors in the majority of cities. The classroom teacher could visit in the home if she desired but

only in the three cities of Grand Rapids, Columbus and Miami are the teachers required to visit each home in order to understand the home-background.

The maximum number of pupils found in ungraded classes are shown in Chart IV.

CHART IV

EXPRESSED IN PERCENTAGES
MAXIMUM NUMBER OF PUPILS PER TEACHER OF THE
UNGRADED OR SPECIAL CLASS IN THE ELEMENTARY SCHOOL



Although occasionally the number varies, the number indicated are the most acceptable maximums desired. It can be seen that there is little variance between the twenty and twenty-five pupil arrangement so the trend appears to lie within this range.

In stating the basis for transfer from the ungraded or special classes, the following factors were listed as reasons for the transfer of a child to a normal class. These included age, reading, level, general achievement and adjustment, child welfare and the recommendations of the teacher.

General achievement and adjustment endorsed by the psychologist and teachers recommendation was the basis for transfer given by seven school systems; reading level was considered important by six systems; recommendations by the teacher, size and age were used as a basis by three and three did not state their reasons. Whether these remaining schools considered all these points cannot be determined, but it is safe to say that general achievement and adjustment as determined by the psychologist and the teacher, and a reading level of perhaps the fourth grade may be considered close to the trend endorsed by this group of cities.

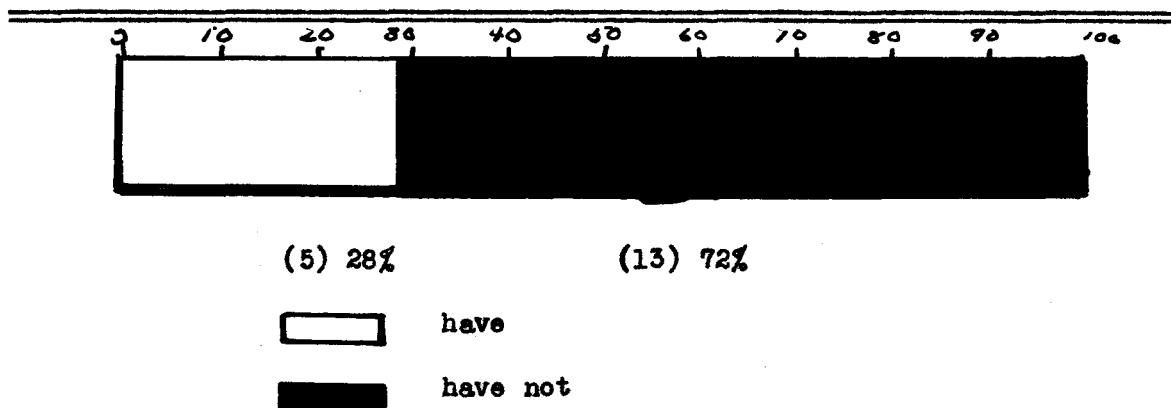
Follow-up Plans. According to the Educational Policies Commission⁽⁵⁾ "The school of the future must be focused upon the particular need, through guidance and a flexible program for special provisions for the mentally-handicapped and must offer services that will follow the youth from his school life to adult life."

(5) Educational Policies Commission. Education for All-American Youth. Washington, D. C. - 1944. p. 335.

Yet from this questionnaire, it may be gleaned that only fifty percent of the schools have guidance plans and Chart V will show that fewer schools have follow-up plans.

CHART V

EXPRESSED IN PERCENTAGES
CITIES THAT HAVE A FOLLOW-UP PLAN FOR THE
MENTALLY-RETARDED PUPIL AFTER HE LEAVES SCHOOL



Of the twenty-eight percent that have follow-up plans not two of them are at all similar. Miami has a follow-up plan in connection with the Miami Society for Special Adults.

Des Moines has a cooperative plan with State Department of Vocational Rehabilitation.

In Birmingham, if the child remains in the school system, the visiting teacher may follow-up the pupil at the request of the principal or regular teacher.

In Milwaukee most of the children enter the vocational schools from the junior trade schools.

The Department of Research and Guidance in Atlanta appears to have

a well-thought out questionnaire to aid in curriculum and guidance. The questionnaire which is really a large follow-up card contains many points of interest to the reserach department. Among the details included are; pupil's name, address, telephone number, the same of his parents Training Data, the schools, institutes, colleges that the pupil attends, the date of entrance, reasons for leaving, diploma or certificate that he may receive, the listing of any informal in-service training and a full record of his employment. The card also includes space for personal statements in regards to his feelings toward his job, any help that he could have received at school that would have benefited him, and a summary of things that he learned at schoolthat did help him.

Throughout this chapter the writer has attempted to bring out the results of the questionnaire as clearly and concisely as possible. It should be stated that each school system is one unto itself and there cannot be expected to be a uniformity of purposes, methods, reasons or judgments. Since it is impossible to evaluate the helpful and the hinder- ing efforts of all the points of administration of mentally-retarded children in the elementary schools in Louisville and other comparable cities, it is to be hoped that the interpretations of the survey given in this study will be regarded as primarily tentative and subjective.

Throughout the findings from the questionnaire, certain definite trends have been prominent.

Summary. Although it was not possible to obtain a complete consensus of information, the finding are considered sufficient however to indicate that there are a large number of administrative trends. They undoubtedly have an important bearing on the education and training of

the mentally-handicapped children in similar cities trends are generally considered the results of educational policy, administrative functions, finance and interest of the city and state.

Obviously in those cities where economic levels are inadequate, there cannot be the right provisions made for the mentally-handicapped child, and in those states aided by state funds exceptional work is being done. As a result, all school systems vary in the problem of caring for the subnormal child. The general trends often change and there shall appear from time to time a need to have another survey.

Trends in the Group of Cities. At the present time, according to the answered questionnaires, the principal trends in the administration of classes for mentally-handicapped children in elementary schools for cities whose population ranges from two-hundred to seven-hundred thousand people appear to be:

I. Membership of Class

1. To establish classes for mentally-retarded only.
2. To establish classes for mentally-backward only.

Although this is not a too rigid enforcement, and it permits the size of the enrollment, number of teacher-personnel and housing to effect the distribution in the class.

II. Method of Selection.

1. By the use of Binet or similar intelligence test.
2. By the recommendation of the psychologist.
3. By the recommendation of the principal and the teachers.

III. Required Information

1. The knowledge of child's mental ability.
2. The result of the achievement from a standard test.

3. The result of a physical examination.
4. A complete record as much as is obtained of the child's heredity and family history, the environmental conditions, emotional status, interest and aptitude test and a complete school history including the teachers' statement about the child's habits.

IV. Housing

1. To have one or more classrooms in certain schools where they are needed.

V. Qualifications of Teachers

1. To have the teachers specially-trained in the education of the mentally-handicapped child.
2. To have teachers possess certain requirements; interest in her work, personality, emotional stability and successful elementary experience.
3. Toward obtaining classes for inservice training of teachers.
4. Toward the establishment of a state requirement of a certain number of hours of specialization.

VI. Supervision

1. To have the supervisor specially-trained in special education.
2. To have the supervisor supervise all classes of exceptional children.
3. To have the supervisor aid in the construction of the curriculum.
4. To have the supervisor have partial charge of the selection of instructional materials and supplies.
5. To have the supervisor aid in the nomination and selection of the teachers of special education.

VII. Curriculum

1. To have a definite plan of curriculum.
2. To have the curriculum made up of various topical activity units.
3. To have the child aroused to the use of the city's facilities.

4. To include shop work and handwork in the curriculum.
5. To formulate a good guidance plan.
6. To have learning acquired through planned work with activities and drill work at specific times.
7. To frequently use visual aids and motion pictures.
8. To visit industries and small shops and take trips.
9. To construct charts, models, friezes, and other explanatory means.

VIII. Miscellaneous Factors

1. To have the visiting teacher with the aid of social workers as the connection between the home and school.
2. To have the maximum number of pupils a variance between twenty and twenty-five.
3. To have general achievement, adjustment and a recommendation by the psychologist and the teacher as a basis for transfer from the ungraded or special class.
4. Not quite so decided a trend is the one in which reading level is used as a basis for transfer.

CHAPTER V

A SUMMARY OF THE ISSUES INVOLVED AND SOME SUGGESTIONS

Just as the trends give the present picture there is the possibility that issues present the one of the future.

From the results of this study, the writer feels that the following are the predominant issues in regards to the administration of mentally-handicapped children.

ISSUES

1. How wide can the line of demarcation be drawn between members of mentally-handicapped classes and still have them serve their rightful purpose?
2. Should behavior problems, the emotionally unstable child or the misfits in the classroom, be permitted to become a part of the mentally-retarded or mentally backward class?
3. Should there be laws in each state to exclude the feeble-minded from public schools?
4. How early should a child be placed in an ungraded or special class?
5. If an age-grade list is used, what should be the basic number of years of retardation?
6. How much should outside influences including; court, church, social agencies affect selection and placement in special classes?
7. What is the best method of housing mentally-handicapped children, separate classes in certain schools or a special school center?
8. What is the best manner of supplying in-service training of teachers?
9. When shall it be acquired, during the vacation period, after school hours, or Saturdays?
10. How much of a load or number of duties should a supervisor have?
11. How much weight should her opinion count in the nomination

and selection of teachers?

12. What constitutes a good curriculum?

13. How much time should be devoted weekly to shop work, daily to handwork?

14. What is the best method of guiding a mentally-handicapped child to insure a self-sufficient future? (guidance plan).

15. How are skills best acquired by mentally-handicapped children:

16. What provisions can be made for the young-dull child of kindergarten age?

17. What should the maximum number of pupils in special classes in order to give the right attention to each child be?

18. What is the best basis for transfer?

19. What constitutes a good follow-up plan and how can it be best executed?

The trends were discussed quite fully in Chapter IV and an attempt to solve the issues would constitute a study in itself. The writer believes that the results of the questionnaire have been exceedingly helpful in establishing the trends and pointing out the issues in the administration of mentally-retarded children.

SUGGESTIONS

With cognizance of all these findings, the writer ventures to offer these recommendations to all who may be interested in the welfare of mentally-handicapped children. According to Wile⁽¹⁾ the fundamental

(1) Wile, Ira S. "Some Social and Psychological Considerations in the Education of the Handicapped." Mental Hygiene, Vol. 26, Jan. 1942. p. 99.

general recommendations for educating the handicapped should include:

1. The school program should provide adequately for individual growth and development of terms of the facts, processes and ideals essential for wholesome participating citizenship.
2. There should be a comprehensive school environment sufficient to permit and foster total personality development.
3. The teaching personnel should understand the psychology of the school child and appreciating the essential assets and liabilities of school children, should have the capacity to stimulate and to direct their personal education.
4. The school system should have a functional organization that will permit a reasonable degree of cooperation between the home and the school in the interest of the welfare of the children.
5. The board of education should foster an administrative organization that will enable the professional corps to facilitate the best possible foundations of life and promote the maximum development of intellectual power and practical skills.
6. The schools should develop broader recreational opportunities for the sharing of social life in the interest of satisfying emotional needs and encouraging a balanced personality."

Although these recommendations are advocated for all handicapped children, they are of special significance to the mentally-retarded child. If the child is detected early enough and is brought up in a school with these fundamental ideals, he would develop into a competent self-sufficient adult.

The mentally-retarded child should be detected as early as the kindergarten or first grade. The kindergarten teacher because of the highly socialized activity program and the close contact she has with her pupils should be trained to detect the potentially retarded child before he meets repeated failure in the early primary grades. If the child does not attend kindergarten, the first grade teacher should be trained to discover this type of child. There should be preliminary

screening by all kindergarten or first grade teachers to prevent serious maladjustment by these children in the primary grades, because the child who fails in his school work is always an emotional problem.

Fernald⁽²⁾ says: "Every child, almost without exception, starts to school eager to learn to "read and write". The first day is a great event. Now he will learn! Then from the start he fails to learn. Day after day he sees other children going ahead with the thing he came to school expecting to do. It is difficult to imagine a more serious case of the blocking of a great desire. Thus the failure to learn is one of the conditions that result in emotional instability.

...The child who started to school so eagerly eventually hates or fears the very thing he dreamed of doing when at last he could enter school."

It is, therefore, the duty of schools and school personnel to find this child early and help him and to help him to find himself. With complete knowledge of this child, grade standards will give away to individual progress.

To all those who fail to make normal progress remedial help should be given. All children do not reach the reading readiness stage at the same time and administrators must realize more and more that all pupils who enter school together are not all equally ready to read at the same time or at the same rate. The small child suffers a definite break from his informal habits at home to the routine of the school, this plus

(2) Fernald, Grace M., Remedial Techniques in Basic School Subjects. McGraw-Hill Book Company, New York. 1943 p. 7-8.

failure in his school work needs to be avoided. By giving a group intelligence test or perhaps individual tests where needed at the time of the entrance to school, the small child who is retarded can be found and placed in a homogenous group until he is ready to receive reading instruction. Enjoyable experiences might furnish opportunity for oral work which in turn might serve as an approach to reading.

If this small retarded child is not detected early in his school life, he soon comes to the principal's attention by age-grade reports, attendance records (truancy) or conduct offenses by the time he reaches the intermediate grades.

According to the Report of the Joint Committee on Maladjustment and Delinquency⁽³⁾ "No one can question the assertion, however that city schools face a problem of gigantic proportions in the attempt to adjust their facilities to the needs and capacities of the sub-normal child.

...A fundamental obligation rests upon the school so to modify its requirements as to guarantee a reasonable opportunity for success in school to every pupil. Whenever education fails to do so, it becomes both stultifying and socially vicious."

That reasonable opportunity for success may belong to any retarded child who is a pupil in a good ungraded class or organization,

This organization will:

1. Possess the capacity to make very definite contributions to the success of any effort to prevent maladjustment.
2. Retain a low class register in order to stress intelligent

(3) Report and Recommendation of the Joint Committee on Maladjustment and Delinquency, Board of Education, The City of New York. Jan. 1938. p. 76-77.

child care through a program of group individualized instruction and attempt to reach the individual in a mass.

3. Have constructive supervision that can bring about a type of instruction and guidance that socializes the child and assures the development of healthy attitudes and prevents the destroying of that sense of belonging to a school which is a basis for pupil feeling of security.

4. Integrate through its visiting teacher the efforts of the home, school and the community to make a happier adjustment for the individual.

5. Attempt to use the nurse, the school or city's medical and dental aids to remove many physical defects which may be contributing causes to retardation, and to include the help of the psychologist to reveal the presence of educational lacks and physical conflicts which often result in a chronic state of dissatisfaction with life in and out of school.

6. Include teachers who possess more accurate and comprehensive information about the individual child because of their training and interest in the welfare of the mentally-handicapped.

Each school system should have its own bureau of child guidance. An ideal bureau is similar to the one recommended by the Joint Committee⁽⁴⁾ on Maladjustment, it consisted of:

"One psychiatrist
One psychologist
Two psychiatric social workers
One social case worker
Two stenographers."

(4) Ibid. p. 83.

The efforts of the bureau were concentrated on these four functions:

1. The reeducation of teachers and parents.
2. The rehabilitation of the maladjusted child.
3. The coordination of all agencies which minister to the needs of the child.
4. Detection of maladjusted children in the primary grades.*

Every school system should stress the value of good in-service teacher training. This in-service teacher training to be effective should be a continuous process, it should emphasize the aims, objectives and philosophy of the school system, the improvement of class room guidance, individual and socialized procedures in the classroom, the methods of establishing wholesome teacher pupil relationship, the use of the services of social agencies to prevent and correct maladjustment and the development of a sympathetic attitude and understanding of the mentally-handicapped child.

State and city colleges and universities should cooperate with the school boards in their attempt to develop a good plan of in-service training.

The preceding recommendations are not limited to any city. Their generality envelops all. To them some specific recommendation suggested by the Works⁽⁵⁾ Survey for the Louisville School systems's ungraded class may be added:

- *1. There should be a study made of what constitutes a workable curriculum.

(5) Works, George A. Louisville Public School Survey, A Report on the Public Schools of Louisville, Kentucky. Published by the City of Louisville, Ky., 1943. P. 289.

2. Wider use of objective material
 - a. trips
 - b. visual aids (pictures, films, health posters, museum exhibits).
3. A need of additional reading matter (this was accomplished in 1945-1946 by new supervisor of special education).
4. Teachers should share in selection of the materials for the class.
5. A need of attractive rooms (because the home environment from which most of them come is not conducive to the development of high moral or social standards. It is necessary for school to supply what home lacks.)
6. The ungraded classes should be given the privileges of the regular classes, should be included in school assemblies, projects. They should participate in as many of the activities of normal children as possible this will help to reduce stigma so frequently accredited to special class placement.
7. The need of superior teachers to enter this field if needs of these children are to be recognized and met satisfactorily.
8. Local provisions for in-service training. (Should have courses at the University of Louisville for exceptional children.)
9. Clear definition of who should and should not be in such classes. (This will probably increase the number of classes.)
10. Interest, responsibility and leadership in the supervisory and administrative personnel would help improve the curriculum materials, instruction and schoolroom.
11. There should be provision for overage children to go to junior high."

There is a sincere belief that great strides will be made in the next few years in the development of the mentally-retarded child in Louisville. A step has already been taken in the appointment of a supervisor of special education, a curriculum is to be formed this coming school year and other steps are now in progress. If the results obtained in

this national survey may prove beneficial in the progress to be made in the administration of the mentally-retarded child in Louisville, then beyond question a program based upon some of the recommendations made as the result of this survey would enrich the opportunities of the mentally-handicapped and enable them to live more adequately in their community with a higher degree of efficiency and social adjustment.

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APPENDIX

The following letter and questionnaire was sent to the Directors of Research or Superintendent of schools in the forty cities.

1608 Eastern Parkway
Louisville, Ky.
July 5, 1946.

Dear Sir,

I am making a "Study of the Trends and Issues in the Administration of Classes for the Mentally-Retarded Child in the Elementary School."

The questionnaire, which I am inclosing contains many points vital to the survey. I sincerely hope that you can help me to acquire some of this information. I would appreciate it if you will answer and return the questionnaire in the stamped self-addressed inclosed envelope.

I shall be glad to send you the results of my findings, if you request it.

Yours very truly,

As a result of my reading, I have found that the most prevalent and accepted definitions of mentally-handicapped or subnormal children are those proposed by Christine P. Ingram in The Education of the Slow-Learning Child.

They are:

- | | |
|--|--------------------|
| 1. Feeble-minded | I.Q. below 50 |
| 2. Mentally-Retarded | I.Q. From 50 to 75 |
| 3. Mentally-Backward
or
Slow-Learner | I.Q. from 75 to 89 |

With these definitions in mind, I would like to have your help on the following questionnaire.

I. MEMBERSHIP; TYPES OF PUPILS ADMITTED

Please check what constitutes the enrollment of your ungraded or special classes.

1. Only the mentally-retarded with I.Q. of 50 to 75. _____
2. Only the mentally-backward with I.Q. of 75 to 89. _____
3. Only the feeble-minded with I.Q. below 50. _____
4. Only the emotionally unstable, behavior problems. _____
5. Only the educationally-backward, retarded in one or more subjects but appearing normal mentally. _____
6. The mentally-retarded and the mentally-backward _____
7. The mentally-retarded and the educationally-backward. _____
8. The mentally-retarded and the emotionally unstable. _____
9. All groups 1-8 combined. _____
10. Please state any other plan of membership that you may use.

1. By intelligence tests (Binet or similar)

3. If by age-grade lists, by how many years retarded.

1 _____
2 _____
3 _____

8. Behavior problems that upset the normal classroom--
misfits in a regular class.

7. Recommendation from all his previous teachers, who believe child would profit by special class instruction.

8. Please state any other methods.

1. Mental Ability.

3. Results of physical examination

4. School record or history including teacher's statement regarding habits.

5. Heredity and family history.

6. Environmental conditions.

7. Emotional status.

8. Interest and aptitude test.

9. Please list any other information which you obtain before admission.

IV. HOUSING

Please check the arrangement of the ungraded or special classes under your administration.

1. One class in each elementary school. _____
2. Several classes in each elementary school. _____
3. One class in certain schools where needed. _____
4. Several classes in certain elementary schools. _____
5. Special school center for ungraded or special classes. _____
6. Pupils left in regular classroom. _____
7. If any other method, please state. _____

V. QUALIFICATIONS OF TEACHERS.

Please check the requirements for teachers of ungraded or special classes.

1. Are the teachers specially-trained to care for these children?
2. Does the school system have classes for in-service training of these teachers?
3. Are these teachers required to take courses in psychometrics that they may be able to determine the child's placement?
4. Does the state require a certain number of hours of specialization?
5. If so, please give the number of hours that are required

Yes	No

By state _____ hours

By city _____ hours

6. Please list any other qualifications. _____

VI. SUPERVISION

Please check these details of supervision of ungraded or special classes.

1. Does the school system have a specially-trained supervisor? _____
2. Does the supervisor have any other duties than the supervision of ungraded or special classes? _____

Yes No

3. If so, please list duties.

	Yes	No
4. Does the supervisor have complete charge of the selection of instructional materials and supplies?	Yes	No

5. If not, who assists her?

	Yes	No
6. Does the supervisor have any part in the nomination and selection of teachers of ungraded or special classes?		

VII. CURRICULUM

Please check the following:

1. Does the supervisor with the teachers of special or ungraded classes construct the curriculum?
2. Is there a definite plan of curriculum?
3. Is the curriculum only the regular course of study taken at a slower pace?
4. Is learning acquired through a program of varied topical activity units?
5. Are skills acquired
 - A. Incidentally through the activity program
 - B. By drill work at specific times
 - C. By planned work with the activities
6. Is the child made aware of the facilities of the city which are his to use now and as an adult? (For example, T.B. clinic, social agencies)
7. Do teachers keep record of books and materials used?
8. Are teachers given freedom in selecting these materials?
9. If not, who selects the materials?

Yes	No

- | | | |
|---|-------|-------|
| | Yes | No |
| 10. Does the school have access to a recognized, established clinic (psychologist, psychiatrist and social worker) to aid in diagnosing mental retardation, behavior maladjustment and educational retardation? | _____ | _____ |
| 11. Is there any provision made for the young-dull child who cannot adjust in kindergarten? | _____ | _____ |

CURRICULUM (continued)

12. Does the curriculum include shop-work? Yes No
13. How much time is devoted weekly to shop-work? _____ hours
14. How much time is devoted daily to handwork? _____ hours
15. Is there a guidance plan to help the child to select employment after school years? Yes No
16. Is there any plan to follow-up the child after he leaves the ungraded or special class? Yes No
17. If so, please give details _____

18. Are any of these instructional methods used?

19. A. Excursions to places of interest

B. Motion pictures and other visual aids

C. Construction of friezes
Displays
models
charts

19. Are industries and small shops visited by the class?

20. Are representatives of various vocations invited to the class?

Yes	No

VIII. MISCELLANEOUS. Please check.

1. Are teachers required to visit each home to understand the home background of each child?

Yes No

2. If not, is a visiting teacher used?

Yes No

is a social worker of an agency used?

Yes No

3. What is the maximum number of pupils per teacher?

_____ pupils

4. What is the basis for transfer from ungraded or special class to regular class?

Age _____ years

Reading Level _____

Size _____